

# Summary of Agency Plans and Programs



1986

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Contra Costa County  
Community Development Department  
P.O. Box 951  
Martinez, California 94553  
(415) 372-2035



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The General Plan revision process will take approximately two years. During this process, an interim Contra Costa County General Plan will be prepared. Background information studies will be prepared, all major projects will be conducted based upon public input, and a new, revised comprehensive plan will be prepared for presentation to the public during the adoption session. In addition to these main products, a series of issues, studies and reports of related planning work will be made available in order to support an effective implementation process for carrying out the policies of the General Plan. By completion of the work program, the County will have achieved a new "blueprint" to guide growth over the next century, as well as having enhanced the capabilities to plan for public transportation and facilities.

### Purpose and Use of this Report

This report was prepared by the Community Development Department as the second in a series of background reports for the Comprehensive General Plan Update project. The first background report, *Contra Costa County Overview, 1980*, examined recent demographic and economic changes in the County, such as population, housing growth, jobs, agriculture, and traffic. *Overview of Growth Trends* are available at the Community Development Department. The second background report examined the adopted plans, programs and responsibilities of various local, state, and federal agencies, and cities and transit districts which affect development in Contra Costa County.

The public or quasi-public agencies that are discussed here are not intended to represent a complete list. Rather, only those regional, state, and federal



## I. INTRODUCTION

### The Comprehensive General Plan Review Program

The Contra Costa County Board of Supervisors has authorized a review and update of the County's General Plan documents. The last comprehensive, countywide General Plan update was completed in 1963. Over the last two decades, the County's General Plan has evolved through the preparation of state-mandated plan elements, and through the adoption of individual area plans which have set policy in developing unincorporated areas such as East County, the San Ramon Valley and Rodeo. Scores of General Plan amendments affecting smaller areas were also adopted.

The Comprehensive General Plan Review program will provide a mechanism to consolidate and update Contra Costa County's individual General Plan elements into one document suitable for dissemination to the public, as well as to review the policies of individual cities and various agencies in a countywide context. The study was created as a means of bringing jurisdictions and the public together to discuss the County's established growth policies, review their impacts and to work toward a consensus regarding the County's direction in the short and intermediate time frame.

The General Plan revision process will take approximately two years. During the process, an interim Contra Costa County General Plan will be compiled, background technical studies will be prepared, an issues analysis will be conducted based upon citizen input, and a new, revised comprehensive plan will be prepared for introduction in the public hearing and adoption process. In addition to these main products, a series of issues, studies and reports on updated planning tools will be made available in order to prepare an effective implementation program for carrying out the policies of the General Plan. At completion of the work program, the County will have adopted a new "blueprint" to guide growth into the next century, as well as having enhanced its capabilities to plan for public improvements and facilities.

### Purpose and Use of this Report

This report was prepared by the Community Development Department as the second in a series of background reports for the Comprehensive General Plan Review program. The first background report, Growth Trends (November, 1985), examined recent demographic and economic changes in the County, such as population and housing growth, jobs, agriculture, and traffic. (Copies of Growth Trends are available at the Community Development Department.) This second background report examines the adopted plans, programs and responsibilities of various regional, state, and federal agencies, and utility and transit districts which affect development in Contra Costa County.

The public or quasi-public agencies that are discussed here are not intended to represent a complete list. Rather, only those regional, state, and federal





agencies, and transit and utility districts which actively serve or affect development in Contra Costa County are examined. A description of all city and local county service areas is not included in this report. Additionally, the role of other local agencies such as reclamation or irrigation districts has not been discussed.

### **Acknowledgements**

The Community Development Department wishes to acknowledge the assistance of agency staff in the preparation of this report. In addition, the discussion of state and federal agencies benefitted from work previously published by the Alameda County Planning Department (Overview of Agency Roles and Responsibilities, prepared for the Livermore-Amador Valley General Plan Update, February, 1986) and by the agency descriptions contained in The Delta Wildlife Habitat Protection and Restoration Plan (prepared for the California Department of Fish and Game and U.S. Wildlife Fish and Wildlife Service, 1980).





## II. PLANS AND PROGRAMS OF REGIONAL AND JOINT PLANNING AGENCIES

### Association of Bay Area Governments

The Association of Bay Area Governments (ABAG), formed in 1961, is the official Council of Governments for the nine County San Francisco Bay Area. Membership in the regional agency is voluntary, with member jurisdictions represented on the Regional Planning Council and eligible to receive discounts on ABAG services and publications. Currently, all nine counties in the region are members, as well as 88 of the 98 cities.

The major functions of ABAG are: (1) to assure coordination between the regional planning program and the functional programs of single purpose agencies, such as air and water quality control districts; (2) to publish twenty year regional growth estimates, updated every two years, as well as housing needs estimates; and, (3) to provide advisory review of all regionally significant plans and development projects.

To assure regional coordination, ABAG has signed a "Memorandum of Understanding" with the Metropolitan Transportation Commission (MTC) and the California Department of Transportation to coordinate transportation improvements in the region through a joint planning program (see discussion of MTC and Caltrans programs below). ABAG is currently involved in several transportation corridor studies with MTC, including the I-680/I-580 Corridor Study in Contra Costa and Alameda Counties. ABAG has also signed memoranda of agreement to provide technical assistance to the Bay Area Air Pollution Control District, the East Bay Municipal Utility District, the Bay Conservation and Development Commission, and the four Health Systems Agencies in the region.

In terms of the second function, the regional growth estimates prepared by ABAG staff include projections of future population, jobs, and households in five year increments through the year 2005 for all "subregional areas" within each county. Projections for each subregional area generally correspond to the Spheres of Influence around existing cities, which have been adopted by the County Local Agency Formation Commissions. The demographic and employment projections developed by ABAG are reviewed by local jurisdictions and then disseminated to all regional agencies, cities and counties in the region. The projections are widely used by planning departments, utilities, and private firms in forecasting growth and demand for goods and services. The forecasts are also used extensively in the preparation of environmental impact reports for individual projects.

The growth forecasting model used by ABAG takes into account the adopted plans of local jurisdictions, but does not consider major constraints to future development due to inadequate infrastructure (roads, sewer capacity, water supply, etc.). ABAG projections are not policy targets or goals; they are not intended as a recommendation for a particular level of service or distribution of urban



development. Instead, the projections are intended to provide information concerning a range of future conditions that is likely to result from current policies and anticipated future regional growth.

The most recently released ABAG growth forecasts, Projections '85, indicate the communities in eastern Contra Costa are expected to grow by 100,000 residents over the next twenty years, representing 47,000 new households or housing units. During the same period, ABAG projects the addition of 140,000 jobs in all of Contra Costa County, with two-thirds of these new jobs associated with office and other employment development in Central County cities. The ABAG projections for individual areas within Contra Costa County, as well as for other counties in the region, show a serious imbalance between the locations of newly created jobs and where future residential construction is anticipated. The "jobs/housing" imbalances suggested by the ABAG forecasts will have serious impacts upon the future transportation network in the region.

As the official Council of Governments for the Bay Area, ABAG also has the responsibility to prepare and publish estimates of the housing need in the region. Under State planning laws, the regional housing need must be allocated by shares to individual jurisdictions, taking into account income levels. Housing Elements adopted by each jurisdiction as part of their General Plans must include measures which will support the attainment of these local housing needs.

The third major function of ABAG is to review local plans and significant proposed development projects to determine compatibility with adopted regional goals. Although most ABAG review is advisory only, the agency is the regional clearinghouse for the mandatory review of all plans and projects submitted by local governments for federal grants. ABAG is mandated by the U.S. Government to coordinate all review and notification procedures for federally funded projects in the Bay Area (known as "A-95" review) to ensure plan compliance, and to avoid duplication and competition in area wide planning activities. Additionally, the ABAG clearinghouse advises federal agencies as to whether a project will contribute to development objectives, e.g. an appropriate jobs/housing balance, for the region.

The overall policy document which guides ABAG recommendations is the Regional Plan for the San Francisco Bay Area (1980). The key philosophy of the regional plan is to promote regional and subregional growth patterns that are consistent with the "city-centered" concept of regional development. The ABAG plan includes policies which seek to guide future development into or around existing or new communities in the Bay Area. Urban development should be organized to promote subregions of sufficient scale and balance so that living, working, and shopping can be accomplished within the same area.

The transportation element of the 1980 Regional Plan is the Regional Transportation Plan, as adopted most recently by the Metropolitan Transportation Commission (see below). The Environmental Management Plan, detailing goals and policies regarding air and water quality and solid waste management for the region, was adopted in 1978 by the ABAG General Assembly and is also incorporated as part of the Regional Plan.





In addition to the recent publication of Projections '85, work of interest to Contra Costa that is being undertaken by ABAG staff includes a report on measures that local governments can use to relieve commute congestion by improving the balance between housing and economic development, ABAG staff are also involved in on-going work on the important topic of hazardous waste management.

### **Metropolitan Transportation Commission**

The Metropolitan Transportation Commission (MTC) is the regional equivalent of ABAG in the area of transportation planning. The Commission, created in 1970, has prepared a Regional Transportation Plan for the nine county Bay Area, which is revised on a biennial basis. Along with updating the plan, MTC's most important function is to prepare a five year Regional Transportation Improvement Project (RTIP), revised annually by MTC and considered by the California Transportation Commission in determining which highway projects should receive funding from the State.

In addition to approving transportation improvement projects, MTC allocates public subsidies to the region's seventeen transit agencies. In 1984-1985, MTC dispersed \$535 million from federal, state, bridge toll, and local sales tax funds to the region's operators. Finally, MTC is charged with the responsibility of evaluating the performance of the regional transportation system and setting guidelines for transit system coordination.

MTC has initiated a major study of the I-680 corridor in Contra Costa County and the I-580 corridor in the Livermore-Amador Valley of Alameda County to evaluate the impacts of new development upon the existing transportation system. The I-680/I-580 Corridor Study is guided by a technical advisory committee representing ABAG, Caltrans, Alameda and Contra Costa Counties, cities and transit operators in the area. A Policy Committee provides guidance on the conduct of the study, and includes representatives from the cities and the County.

Initial findings of the study, published in two technical reports (December, 1984 and March, 1986), indicate that total morning peak hour vehicle trips in the I-580/I-680 study area will increase by about 143,000 trips or 92% over those made in 1980. The largest numerical increases will occur in the Livermore-Pleasanton area along I-580 in Alameda County, where 40,000 additional peak hour trips will be added by the turn of the century. However, the largest percentage increase in future traffic volumes is forecast to occur along the I-680 corridor in the San Ramon Valley (more than a tripling of peak hour trips to 29,000 in the year 2005) and along Route 4 in the Pittsburg-Antioch area (a 150% jump from the current 20,000 peak hour trips to 50,000).

The preliminary conclusions of the I-680/I-580 Corridor Study are that almost all of the freeway segments in Contra Costa County will experience severe traffic congestion during the peak hours by 2005, even taking into account a





tripling in the number of transit trips in the area. This congestion will cause the peak commute periods in the morning and evening to lengthen to two hours or more. In addition to freeway backups, the two main gateways to Contra Costa County, the Caldecott Tunnel and the Martinez-Benicia Bridge, are expected to reach capacity.

Future phases of the I-680/I-580 Corridor Study will evaluate the impact of projected traffic volumes on different types of proposed transportation networks, e.g. future networks in the area which will emphasize highway improvements, or transit improvements, or BART/light rail extended into East County or the San Ramon Valley, etc. Most of the data and analysis produced by the MTC study will be completed during 1986, and thus will be of direct use to the County in the revision of its General Plan transportation and land use policies.

### **Bay Area Air Quality Management District**

The Bay Area Air Quality Management District (BAAQMD) is a regional agency created by the State Legislature to monitor and enforce air quality standards in the nine county San Francisco Bay Area. BAAQMD staff issues permits to industries and commercial activities (dry cleaning plants, gas stations) which emit substantial amounts of pollutants into the air. The agency also submits comments on many Draft Environmental Impact Reports prepared for large development projects in the region.

As mandated by the 1970 Clear Air Act and amendments, an Air Quality Maintenance Plan has been prepared by BAAQMD in conjunction with the Association of Bay Area Governments and the Metropolitan Transportation Commission. The latest plan was adopted in 1982; an updated document is currently being prepared by the joint agencies' staffs. The Air Quality Maintenance Plan contains a comprehensive strategy for improving air quality in the Bay Area.

The Air Quality Maintenance Plan, and the BAAQMD comments to specific DEIR's, generally concentrate on strategies to reduce air pollution resulting from specific industries and private automobiles, the major source of pollutants. These strategies include more stringent emission controls for polluting industries for all vehicles, emphasizing mass transit, encouraging ride sharing and other Transportation System Management (TSM) - type programs.

The District has taken the lead in pushing for emission controls on automobiles. It was the first district in California to adopt a gasoline vapor recovery program in 1974 that mandated service stations be equipped with the new nozzles to ensure that vapors went into the gas tank instead of the atmosphere. In 1980, the District proposed a "smog check" program for all automobiles and lobbied the State Legislature for its enactment, which was passed in 1982. The Board has also adopted the first controls in the nation regulating emissions generated by semiconductor manufacturing.

The Tanner Bill, comprehensive legislation aimed at regulating toxic waste, was enacted by the Legislature in 1983. The new law requires that airborne toxic



contaminants be controlled. The District will formulate regulations governing the toxins identified by the State Air Resources Board (see discussion of the state agency in a following section). The District is currently studying how to regulate benzene emissions. Future areas of concern to the district include indoor air pollution, the national problem of "acid rain", and the impacts of proposed waste-to-energy power plants.

In Contra Costa County, the Bay Area Air Quality Management District staff inspects all industries with significant emissions, especially the petroleum and chemical refineries, on a regular basis. Permits issued by the District are required for any industrial facility that wishes to expand or modify its operation. The District monitors emissions from plants and makes the information available to other government agencies. By 1985, approximately 1,650 industrial facilities were operating under permit in the Bay Area, as well as 2,700 service stations.

Of the 80 major point sources of air pollution emissions in the region that are regulated by the District, approximately 30 plants are located in Contra Costa County. A major contributor to regional air pollution in several pollutant categories is petroleum refining, including the Chevron plant in Richmond, Shell Oil and Tosco in Martinez, and Exxon in nearby Benicia (Solano County). Other major contributors are power plants, chemical refineries, gas distributors, and ships. Staff at the Air Quality Management District urge counties such as Contra Costa to prepare and adopt Air Quality Elements as part of their General Plan. Jurisdictions which have adopted or are preparing Air Quality Elements that spell out policies and goals to control point source and moving emissions include Santa Clara and Sonoma Counties, and the cities of Palo Alto and Pleasanton. The District has also recommended in a recent letter that the County amend its development regulations to require a discretionary permit for any major construction or expansion in "heavy industrial" districts, so it is possible to evaluate the environmental impacts of the industrial projects.

The work of the Management District since its birth in 1957 has paid off in dramatic improvement of the regional air quality, primarily due to decreased auto emissions. The Bay Area commonly violated federal smog standards an average of 50 to 60 days each year during the 1960's. During the 1985 smog season (August through October), the federal ozone standard was exceeded only eight days. Overall, ozone concentrations in the Bay Area (created when nitrogen oxides and reactive organic gases are "cooked" by the sunshine) peaked in 1969 and have shown a 60% reduction since then.

### **Bay Conservation and Development Commission**

The Bay Conservation and Development Commission (BCDC) was created by the State Legislature in 1965 to prepare "a comprehensive and enforceable plan for the conservation of the water of San Francisco Bay and the development of its shoreline". The formation of BCDC preceded voter approval that created the California Coastal Commission in 1972. The Coastal Commission has jurisdiction over all of the tidal shoreline in the state except for the area of BCDC jurisdiction.





BCDC's authority covers land within 100 feet of the shoreline along the San Francisco, San Pablo, and Suisun Bays, as well as along all tidal sloughs. In Contra Costa County, BCDC jurisdiction includes all of the shoreline from the Alameda County line around the Carquinez Straits to Stake Point in West Pittsburg. The BCDC San Francisco Bay Plan (1969) as amended, and subsequent plans adopted for special areas such as Suisun Bay and the Richmond shoreline, outline the policies which govern the issuance of permits to develop within 100 feet of the Bay.

BCDC was originally created in the mid-1960's to stop the uncontrolled filling of San Francisco Bay and to preserve the environment of wetlands for wildlife. BCDC policies state that no Bay filling shall occur except under special circumstances, for example if filling is necessary to accommodate ports, water-related industry or recreation. BCDC has been successful in limiting the amount of bay water and wetlands which are filled; by requiring the creation of new wetlands as mitigation for specific approved projects, the wetland areas under BCDC jurisdiction have actually increased by about 70 acres annually since 1980. The greatest threats to the continued overall improvement of the Bay environment during the 1980's, however, are: decreasing freshwater flows through the San Joaquin-Sacramento Delta; development pressures on diked salt marshes, especially in the South Bay; and the release of toxic wastes into the Bay.

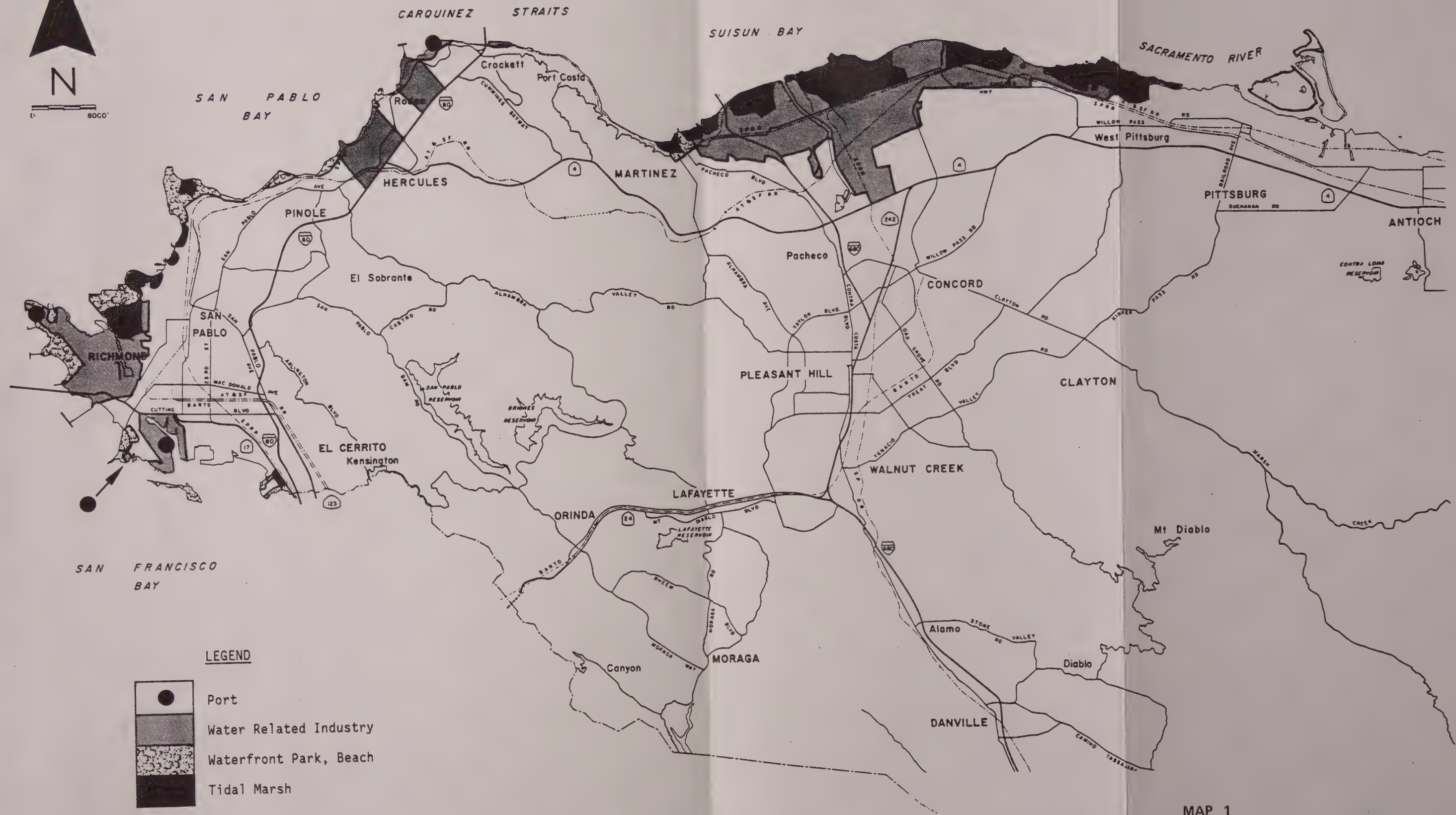
In the San Francisco Bay Plan general locations of waterfront parks and beaches are outlined as policy statements (see Map 1). Most of the parklands that have been acquired and/or developed by the East Bay Regional Park District over the last fifteen years have been designated by the Bay Plan, including the Point Isabel Regional Shoreline south of the Richmond port; the George Miller, Jr./John T. Knox Regional Shoreline near Point Richmond; Point Pinole Regional Shoreline; a portion of the Hercules waterfront which has been landbanked by the East Bay Regional park District in anticipation of a future Pinole-Hercules Shoreline park; and the Martinez Regional Shoreline Park. The only other major park areas along the Contra Costa County bay front that have been designated in the Bay Plan but not yet acquired are at Wilson Point, along the unincorporated shoreline between Richmond and Pinole; a large beach and park near the existing diked area north of Castro Creek in Richmond; and future recreational uses at Point San Pablo, which is currently used for marine industrial terminals, also in Richmond.

Large portions of the Contra Costa County coastline were designated specifically for "water-related industry" in the Bay Plan (see Map 1). Water-related industry is defined in the plan as businesses which use water for transportation, "thereby gaining significant economic benefits by fronting on navigable water." In Contra Costa County, however, corporate decisions to locate major heavy industries along the shoreline during the early part of the 1900's were influenced as much by the close and efficient access to the two major railroads which were constructed along the coast, as they were influenced by the proximity to navigable water.

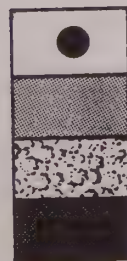




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**LEGEND**



- Port
- Water Related Industry
- Waterfront Park, Beach
- Tidal Marsh

MAP 1

BCDC PLAN FOR CONTRA COSTA COUNTY SHORELINE

Amended 9/83





Although water- and rail-related industrial employment peaked during the 1960's and is now declining in Contra Costa County as elsewhere in the nation, the BCDC Bay Plan designates over 8,100 acres in half a dozen major locations along the Contra Costa shoreline for this use. It should be noted that of this total, some 3,700 acres are likely to be unavailable for industrial development, since this land is part of the U.S. Naval Weapons Station at Port Chicago. Additionally, many acres of lands reserved on the Bay Plan for water-related industry are relatively far removed from direct water access, i.e., situated near sloughs or diked wetlands that are miles inland. The Contra Costa County Community Development Department and the City of Martinez have requested a review of this plan category. BCDC staff has concurred that a regionwide critical review of lands designated for industry dependent on water transport is necessary, and has recently begun a study of the situation.

### **Delta Advisory Planning Council**

The Delta Advisory Planning Council (DAPC) is a joint powers agency composed of the Delta counties (Contra Costa, San Joaquin, Solano, Yolo, and Sacramento). The Council also includes representatives from the nine incorporated cities in the area. The major achievement of DAPC has been the preparation and adoption in 1976 of the Delta Action Plan. The plan includes broad goals and objectives aimed at protecting the unique Delta environment, as well as a Delta Waterways Use Program which separates the area into "natural areas", "scenic areas", and "multiple use areas". All of the plan's policies and development guidelines are advisory only, although the plan is relied upon by various agencies, especially the Army Corps of Engineers, in approving permits for development.

Several specific policies contained in the plan relate to future growth or use of lands in the Contra Costa County portion of the Delta (approximately 14% of the DAPC Planning area). The Big Break area north of Oakley along the Sacramento River is identified in the plan as a "significant natural resource" and "significant recreational resource" area which should be preserved in some form. Also identified as significant resources suitable for protection are the Antioch sand dunes area (already acquired in part by the U.S. Fish and Wildlife Service); marsh situated between existing industry in the Antioch-Pittsburg area, and Quimby, Browns, Eucalyptus, and Rhode Islands (most of Browns Island has been acquired by the East Bay Regional Park District and Rhode Island has been acquired by the State).

In addition, the plan identified Bethel Island as the critical "western gateway" to the Delta. The plan states that new construction "should be complimentary to existing uses" and that "development practices aimed at enhancing the waterways, as well as the use of joint facilities and complimentary design, should be encouraged." The plan recommends that development on the fringes of the Big Break area "should be sensitive to the physical characteristics of this resource area."



More recently, DAPC has commented upon recommendations of the Delta Wildlife Habitat Protection and Restoration Plan, prepared by the California Department of Fish and Game and the U.S. Fish and Wildlife Service in 1980 (see the discussion in a following chapter). DAPC has also been involved in responding to the 1982 U.S. Army Corps of Engineers' feasibility study and environmental report proposing an extensive levee rehabilitation program in the Delta (also discussed in another chapter).

### **East Bay Regional Park District**

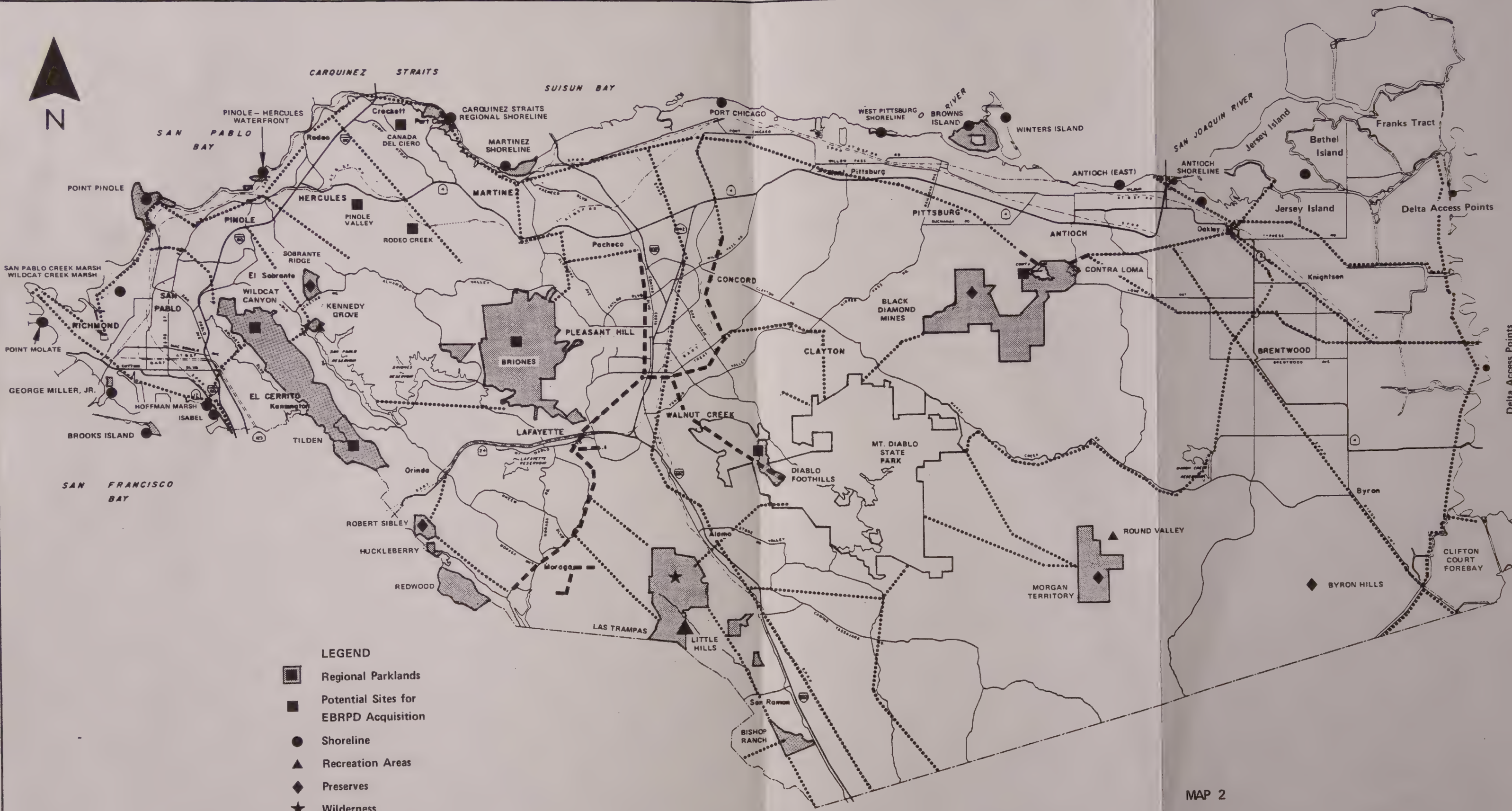
The East Bay Regional Park District (EBRPD) was created during the depths of the Great Depression in the 1930's, when voters in Alameda approved the concept of a limited purpose regional agency which could acquire and operate a system of public parks and other recreation facilities. Contra Costa County (except for the Liberty Union High School District) was annexed into the district in 1964. The District is governed by an elected Board of Directors. Until passage of Proposition 13 (the Jarvis-Gann Initiative), the District relied heavily on property tax revenues to provide funding for many of its programs. Since then, the District has had to shift funding emphasis to private, state and federal grants, and has increased user fees at its facilities to cover land acquisition and operating costs. EBRPD currently controls 60,000 acres in the two counties. The District's Master Plan (1980) divides its facilities into seven types of parklands: regional parks, regional shorelines, regional preserves (a minimum of 100 acres), wilderness areas (a minimum of 3,000 acres), recreation areas (smaller, intensively used facilities), regional open space, and trails. The entire County is now within the District.

Existing recreation and park facilities operated by the District in Contra Costa include six regional parks, seven regional shoreline parks, five regional preserves, two recreation areas, one regional open space area, and numerous trails. Map 2 illustrates the location of these EBRPD facilities. The regional parks are Tilden and Redwood, most of which are within the boundary of Contra Costa County, but which are heavily used by Alameda County (Berkeley and Oakland) residents; Briones; Wildcat Canyon; Contra Loma; and the recently acquired Diablo Foothills park. The regional shoreline parks operated by EBRPD are Point Isabel, Miller/Knox, and Point Pinole, all in the Richmond area; and the Martinez and Antioch Regional Shoreline parks. In addition, there are two islands accessed by boat only, Brooks Island off Richmond and Browns Island off Pittsburg, which are managed by the District as regional preserves with minimal development, but are classified as shoreline parks.









Existing regional preserves in the County are Sobrante Ridge, Morgan Territory, Black Diamond Mines, Huckleberry, and Robert Sibley Volcanic. The latter two regional preserves in the Berkeley Hills are located in Contra Costa County but, as in the case of Tilden and Redwood Regional parks, the primary access is from Alameda County. The only wilderness area in Contra Costa is Las Trampas, west of Danville. The two recreation areas in the County are Kennedy Grove in El Sobrante and Little Hills Ranch adjacent to Las Trampas. The Park District has also obtained property near the Hercules shoreline and in the hills outside Port Costa. The latter acquisition is part of the proposed Carquinez Straits







#### LEGEND

-  Regional Parklands
-  Potential Sites for EBRPD Acquisition
-  Shoreline
-  Recreation Areas
-  Preserves
-  Wilderness
-  Existing Trails
-  Proposed Trails

MAP 2

## EAST BAY REGIONAL PARK DISTRICT FACILITIES CONTRA COSTA COUNTY CALIFORNIA





Regional Shoreline Park. The one regional open space area in the County is the 372 acre Bishop Ranch parcel in the hills west of San Ramon. The site was acquired by the Park District as a condition of a County development approval and is being land banked for future recreational use.

Major regional trails that have been constructed within Contra Costa County include the Skyline National Trail, which follows the ridge line of the East Bay Hills between Wildcat Canyon and Redwood Regional Parks. Two trails have also been built along the Contra Costa Canal through Pleasant Hill and Concord, with the former trail linked to the existing Lafayette-Moraga trail, and the Concord trail linked to existing trails in the Shell Ridge Open Space property (City of Walnut Creek). The updated Master Plan shows a total of 35 regional trails proposed in Contra Costa County to connect various park facilities and locations within the County (see Map 2).

The 1980 Master Plan recognized that some specific locations in the East Bay were potential sites for EBRPD acquisition. Candidates for future shoreline parks include marshland near the outlets of San Pablo and Wildcat Creeks (some land has been acquired by the District since the Plan was adopted); the Point Molate area; lands along the Hercules waterfront; and waterfront property near Port Chicago, West Pittsburg, East Antioch, and on Winters Island (off Pittsburg). Additionally, the plan noted possible acquisition near the Port Costa shoreline, as well as in the hills behind the town. As noted above, the Regional Park District has recently acquired a major parcel of land outside Port Costa, which will be included in a future Carquinez Straits Regional shoreline Park (see Map 2). Other future park sites shown on the 1980 Master Plan map are located south of Route 4 (Pinole Valley and Rodeo Creek) in the northwest County.

Shortly after adoption of the Master Plan, the EBRPD Board of Directors in 1981 annexed an area encompassing the Liberty Union High School District (the Oakley-Brentwood-Byron area) in East Contra Costa County into the District. Potential park and trail sites were recently designated by the Park District Board of Directors in an amendment to their Master Plan. These areas are shown on Map 2. Regional shoreline parklands designated for future use include three locations: Big Break, where the Hoffman Company is to deed over 90 acres of marsh and shoreline to the district as a condition of approval for the Vintage subdivision now under construction; Jersey Island, accessed via the existing road over Dutch Slough; and other unspecified island and/or shoreline access points within the Contra Costa County portion of the San Joaquin Delta.

Additionally, in the hills south and west of Byron one regional recreation area is proposed in Round Valley (suitable for camping, accessed off Marsh Creek Road). A regional preserve is proposed for the unique environment in the Byron Hills, which includes significant archaeological sites (Native American cave drawings), as well as rare plant and animal habitats (the Golden Eagle, the San Joaquin kit fox, and a breed of freshwater shrimp found in seasonal pools).

In addition, several regional trails were designated in East County. They include possible trails along the EBMUD pipeline right-of-way from the San Joaquin





County line to the Black Diamond Mines and Contra Loma Regional Parks; a trail along the Marsh Creek flood control channel; a trail along the Contra Costa Canal; and trails along the Southern Pacific and Santa Fe Railroad tracks. To ease worries of nearby farmers and other property owners about litter and trespassing by trail users, the park plan says the District will provide fencing and patrolling of trails to ensure security of adjacent farmland property and crops.



### III. PLANS AND PROGRAMS OF TRANSIT DISTRICTS AND AUTHORITIES

#### Bay Area Rapid Transit District

The Bay Area Rapid Transit District (BARTD) was created by the State Legislature in 1957 to respond to future transportation needs. Following major construction during the 1960's, the BART rail network began operating in September, 1972. The rail system is now comprised of 71 miles of track and 34 stations. BART operates two major lines in Contra Costa: the Richmond line, with stations at El Cerrito Plaza, El Cerrito Del Norte, and Richmond; and the Concord line, with stations at Orinda, Lafayette, Walnut Creek, Pleasant Hill, and Concord (see Map 3).

BART also provides express bus service, through a contract with AC Transit, in selected major travel corridors that are not served by rail. Express bus extension service is currently offered from the Del Norte BART Station in El Cerrito to the Rodeo-Pinole areas; from the Walnut Creek BART Station to Stoneridge Shopping Center in Alameda County; from the Concord BART Station to Martinez; and from the Concord Station to the Antioch-Brentwood area. Although the express buses are intended for BART patrons, the routes have become heavily utilized by non-BART riders, who take advantage of the local service, especially in East County and the San Ramon Valley. The plan by BART is to streamline the express bus operations by routing more of them onto freeways and off local streets, and eventually turn over the operations to the local transit districts.

The most recently adopted BART plan, the Short Range Transit Plan for the five year period from July, 1985 to July, 1990, stresses the addition of cars to peak hour trains and other improvements to keep up with the demand for quality service during the morning and evening commute hours, especially on the Concord/Daly City line. In addition, the plan points out the need to target marketing efforts to capture more off-peak hour shopping trips. Significant additional capacity on the peak hour lines of the BART system will not become operational, however, until early-1988, when new passenger cars have been delivered by the manufacturer and four key capacity expansion projects are completed.

According to recent ridership data, the Concord/Daly City BART line which serves Central Contra Costa County has by far the largest peak period volume of riders. Over 12,500 passengers use the Concord line during the commute period, which lasts approximately two and one half hours in both the morning and evening, compared to just 5,700 commuters on the BART train originating in or destined for western Contra Costa County (the Richmond/Daly City line). In the last several years, the peak hour commute on the Concord line has broadened, as more riders have adjusted their travel schedules to avoid the most crowded hour on the trains and to find available parking spaces at the stations.

The BART five year plan calls for the "Stage I" extension of the Concord line to newly constructed stations in North Concord and in West Pittsburg, which will





cost approximately \$335 million in 1983 dollars (see Map 3). Acquisition of land for the stations is in progress with the interim use of the sites planned for commuter park and ride lots. The Stage I BART extension to West Pittsburg has been adopted by MTC resolution, which means that the agency will support BART in its applications for grants to begin the technical planning for the project.

Longer term "Stage II" plans endorsed by MTC call for the extension of the BART line to a new station in the City of Pittsburg, and two stations in Antioch. An environmental impact report is currently being prepared by BART which will investigate other transportation alternatives, such as a BART train extension to the North Concord station, with a light rail system over Willow Pass and using the Santa Fe Railroad corridor to Pittsburg and Antioch.

An eventual extension of the BART line in West County beyond the Richmond station to four new stations terminating at Hercules has also been studied. This extension project has been proposed as a Stage II plan by BART, but has not been endorsed by MTC in the agency's New Rail Starts resolution. In addition, the feasibility of a separate BART line extension or some other form of transit into the San Ramon Valley is the subject of a current study by Contra Costa County, which should be released in Spring, 1986.

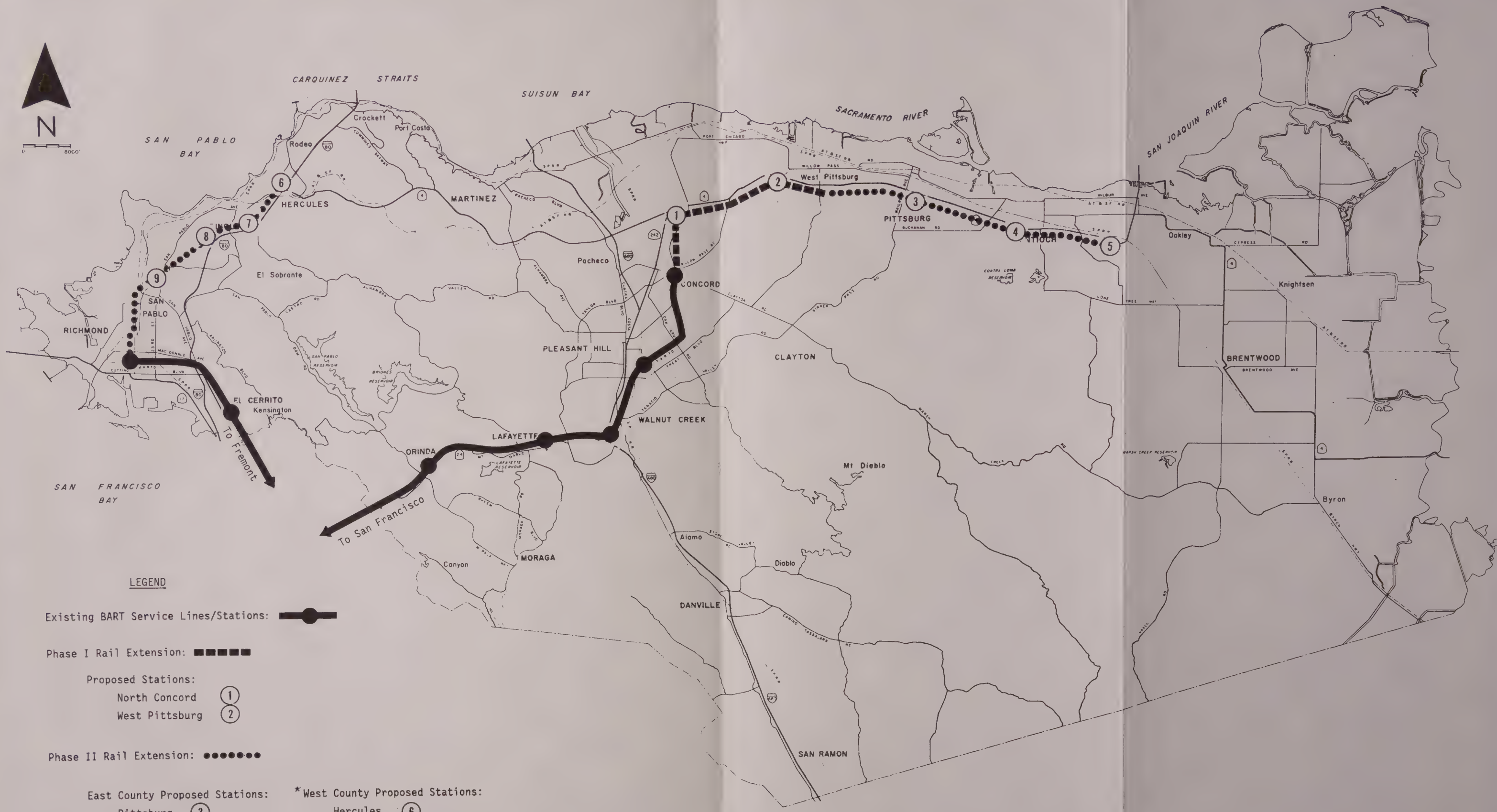
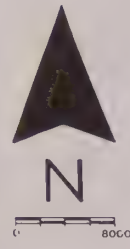
The BART District Short Range Transit Plan also outlines a program emphasizing the cooperative development of BART owned property at stations, in order to bring new revenues to the District. BART envisions revenues through long term lease agreements with private developers and increased ridership as the result of more intensive use of station area property. As part of the overall strategy to develop BART station lands, the agency has recently signed a development agreement with the Contra Costa County Redevelopment Agency allowing future hotel and office uses on the BART property at the Pleasant Hill transit station. BART is also working with city planning staffs in Walnut Creek and Richmond to investigate the feasibility of development on BART lands.

### **Alameda-Contra Costa Transit District**

The Alameda-Contra Costa Transit District (AC Transit) was created by the State Legislature in 1957 and operates in western Contra Costa and Alameda Counties. AC Transit buses also run in Central and East Contra Costa County under contract with BART to provide express bus service. AC Transit carries 235,000 passengers on an average day, although only about 24,000 of these riders use the bus service in the Richmond-El Cerrito area. AC Transit express buses for BART carry about 6,000 daily riders in Contra Costa County.

The northern boundary of the AC Transit District is near Hilltop Mall in Richmond, although the District operates one local bus line to Crockett under contract for the West Contra Costa County Transit Authority (WESTCAT). The only recent physical improvement made by the District affecting Contra Costa has been the construction of a bus terminal station in Point Richmond, which has moved waiting buses out of the downtown area. Expansion of weekend service to the Hilltop Shopping mall has been discussed but will probably not occur due to lack





**LEGEND**

Existing BART Service Lines/Stations:

Phase I Rail Extension:

Proposed Stations:

- North Concord (1)
- West Pittsburg (2)

Phase II Rail Extension:

East County Proposed Stations:

- Pittsburg (3)
- Antioch (4, 5)

\*West County Proposed Stations:

- Hercules (6)
- Pinole (7)
- Hilltop (8)
- San Pablo (9)

\*Not endorsed by MTC New Rail Starts Resolution

**MAP 3**

**EXISTING BART FACILITIES AND PROPOSED EXTENSIONS IN CONTRA COSTA COUNTY**





of funds. A short shuttle bus service between the El Cerrito Del Norte BART Station and local industries near Stauffer Chemical in Richmond will probably be reduced, or else continued service will be subsidized by the companies involved.

Requests for service into the growing Crow Canyon corridor of San Ramon have been received by AC Transit. The District's eastern boundary is in Castro Valley. However, there is little possibility that bus service could be expanded into San Ramon unless the service was subsidized through a contract with another agency or private developers.

AC Transit has initiated a Comprehensive Service Planning program to evaluate the entire bus system. Recommendations for modifications to the existing network will not be known until early 1988. The District has suffered from significant budget reductions in recent years, and the forecast for increased funding in the near future is bleak.

### **Central Contra Costa Transit Authority**

The Central Contra Costa Transit Authority (also known as the County Connection) was established in 1980, replacing a collection of local transit services operated by several cities. The District is a Joint Power Agreement signed by the Cities of Walnut Creek, Martinez, Clayton, Concord, Pleasant Hill, Lafayette, Moraga, Danville, San Ramon, and Contra Costa County. Of the four relatively small transit agencies which have been created in the East Bay since 1980 (WESTCAT, County Connection, Tri-Delta, and the new Livermore-Pleasanton joint bus transit agency), the Central County Transit District is by far the largest transit provider. County Connection buses carry approximately 14,000 riders each day, operating on eighteen fixed routes. Administrative services for the authority are provided under contract with a private firm.

Service is focused around the five BART stations in Central County. Local fixed route service between the San Ramon Valley and the Walnut Creek BART Station began in February, 1986. The agency has also recently begun operating an express limited stop route linking the Pacific Bell office complex in Bishop Ranch with the Lafayette BART station. This service is fully subsidized by Pacific Bell and allows the new line to operate at no cost to the authority during its infancy until ridership stabilized. This example of public-private participation in establishing new transit service will probably become more prevalent in the future, as developers of very large projects are required to mitigate the impacts of increased commuter traffic.

Even in the face of rapidly declining subvention public funds to support local transit programs, the County Connection has adopted a very ambitious five year operating plan that expects to increase the fleet of buses by 30%, from 86 to 122 vehicles available for service. New buses acquired over the next five years will be used to: enhance service to the San Ramon-Danville area; take over the local portion of the BART express bus Route "D" between San Ramon and Walnut Creek; improve existing service in the central business districts of the major core cities; and to implement frequent express service along major arterials such as Ygnacio Valley Road and Alhambra Avenue/Taylor Boulevard. The total operating budget of the transit district is expected to increase from \$8.1 million in 1985 to \$13.8 million in 1989.



The Central Contra Costa Transit Authority is involved in securing funds needed to finance the critical first steps in the long process of studying the feasibility of the Southern Pacific right-of-way for future transit and other uses. In September, 1985, the California Transportation Commission approved nearly \$2.6 million toward the purchase of the 19 mile Southern Pacific right-of-way between Pleasant Hill and San Ramon.

### **West Contra Costa County Transit Authority**

The service area covered by the West Contra Costa County Transit Authority (WESTCAT) includes Pinole, Hercules, Crockett, Port Costa, and two subdivisions near Hilltop Mall in Richmond. WESTCAT operates a dial-a-ride service to approximately 600 daily riders and provides one fixed route bus line between Crockett and Hilltop under contract with AC Transit. The agency plans no major changes in the services offered over the next five years, except expansion to match local population growth. The Transit District's budget in fiscal year 1984-1985 was \$800,000 for the dial-a-ride service and \$230,000 for the AC Transit fixed route contract. The dial-a-ride component is anticipated to grow to a \$1.2 million budget in five years.

### **East Contra Costa Transit Authority**

The East Contra Costa Transit Authority (also known as Tri-Delta) contracts with AC Transit to operate two fixed route lines in the Pittsburg-Antioch area, and also offers dial-a-ride service in the area. Current ridership on the Tri-Delta lines are very low, approximately 1,200 daily patrons.

In the five year Short Range Transit Plan for Tri-Delta, the agency expresses its intent to expand service from two to three local routes, and to increase the frequency of buses from the current hourly service to a bus every thirty minutes. The Transit Authority operates six buses now, and plans to increase that fleet to eleven buses by 1989-1990. Dial-a-ride service will remain constant at seven buses.

Although the East County area is projected to grow rapidly during the late 1980's through the 1990's, most of the new demand for transit service will be for commute buses to the job centers in the County and elsewhere in the region. Consequently, Tri-Delta will work with the BART District staff in streamlining their express bus service, as well as purchasing and operating park and ride lots at future BART station sites.





#### IV. PLANS AND PROGRAMS OF UTILITY AND SPECIAL DISTRICTS

##### East Bay Municipal Utility District

The East Bay Municipal Utility District (EBMUD) provides treated water to all of western Contra Costa County and the southern half of Central County (see Map 4). The District also provides sewerage treatment service to some older West County cities (portions of Richmond, El Cerrito, Kensington). EBMUD was established in 1923 and is governed by an elected Board of Directors. The utility is the largest water district in Northern California and serves 1.1 million customers in Alameda and Contra Costa County. The District brings water from the Mokelumne River watershed in the Sierra Nevada through three 100 mile aqueducts to the East Bay. EBMUD operates two large reservoirs in the Sierra foothills (Pardee and Comanche) from which water is conveyed, and five terminal reservoirs in Contra Costa and Alameda Counties (Lafayette, Briones, San Pablo, Upper San Leandro, and Chabot), where water is stored. The District receives an allotment of 325 million gallons which can be taken out of the Mokelumne River each day. The terminal reservoirs, in addition to providing 15% of the District's water by collecting local runoff, provide storage for 51 billion gallons.

EBMUD currently owns approximately 27,000 acres in the East Bay Hills, divided between the San Pablo-Briones "triangle" area north of Orinda and the area of the Upper San Leandro-Chabot reservoirs, most of which is in Alameda County. The utility has sold almost the same amount of land to private companies and individuals and the East Bay Regional Park District over the last 40 years, in an effort to divest itself of land that is not within the watershed of any of the reservoirs. Although the original board members of the district in the 1930's were adamantly opposed to the idea of EBMUD "being in the park business," beginning in the mid-1960's reservoirs and watershed lands in the Bay Area and in the Sierra foothills have been opened up for public recreation. The Land Use Master Plan for the District was adopted in 1971, and designated all EBMUD lands for inclusion into one of three main categories: watershed management preserves (including areas that are leased for livestock grazing and farming); recreation management areas (developed or undeveloped areas for public access); and educational use areas (relatively undisturbed areas set aside for plant and animal observation). No changes in the EBMUD Land Use Master Plan designations have been made since adoption of the plan in 1971.

The following reservoirs are now operated by EBMUD as public recreation facilities, with fishing and non-contact water sports allowed: San Pablo, Lafayette, Chabot, Pardee, and Comanche. The District leases out most of the Comanche lands in the Sierra foothills to a separate regional park board, which operates the recreational uses. Similarly, EBMUD leases out the Chabot Reservoir to the East Bay Regional Park District to operate, and employs a concessionaire at San Pablo Reservoir. The Briones Reservoir is used by permit for some limited activities, such as collegiate crew practice. A large 3,000 acre area in the Pinole Valley, north of San Pablo Reservoir, is being held by EBMUD as a potential site for a future reservoir.



The District also owns 1,200 acres in aqueduct right-of-way. According to the Land Use Master Plan, public use of this right-of-way (for hiking and riding trails, or community and city parks) is acceptable, if agreements are reached with public agencies to administer such use. The possibility of planning and constructing public trails or park uses on some EBMUD lands in Contra Costa County should be carefully investigated during the revision of the Parks and Recreation Element of the County General Plan. Public recreational use of some EBMUD right-of-way lands to serve the growing population in East Contra Costa County may be feasible.

The area of Contra Costa County currently served by EBMUD includes all of the established communities in the western portion of the County, the Lamorinda area, portions of Walnut Creek and Pleasant Hill, and the San Ramon Valley (see Map 4). Although the current service area and official "Sphere of Influence" area for EBMUD water ends at the Franklin Canyon golf course on Route 4 several miles east of I-80, the "ultimate service boundary" for the district, as shown on EBMUD maps, is drawn along the highest elevations in the hills between Central and West Contra Costa County. Because the hilly area in the Franklin Canyon beyond the golf course is not served by either the Contra Costa Water District (see discussion below) or EBMUD, all existing and future development will be dependent on local wells for a water supply unless the area is annexed into the EBMUD service area.

Several key properties in West Contra Costa County are within EBMUD's "Sphere of Influence," set by the County Local Agency Formation Commission (LAFCO), but have not yet become annexed into the District's service area. Areas that will most likely be approved for residential development in the near future and must be annexed by LAFCO into the water district include the Marsten Ranch properties on the ridge separating Hercules and Pinole, and the lands southerly of Castro Ranch Road in the City of Richmond. The approval of the large Hanna Ranch project (1,100 homes) in the City of Hercules has recently been granted and that property has been annexed to EBMUD. In addition, at the time of this writing Hercules is considering annexation of the Franklin Canyon golf course and adjacent lands, a portion of which is presently within EBMUD.

EBMUD is currently providing treated water to the community of Port Costa under contract with the Contra Costa Water District (CCWD), although the town is outside the utility's "ultimate service boundary". Port Costa is included in the service area of the CCWD, but the water pipeline that runs along the Southern Pacific railroad track westward from Martinez is badly deteriorated and there are not enough revenues coming from the area to finance the cost of major improvements. Thus, in all likelihood Port Costa customers will continue to receive EBMUD water through a connection with Crockett, although no formal annexation of the area into EBMUD's service area is planned at this time.

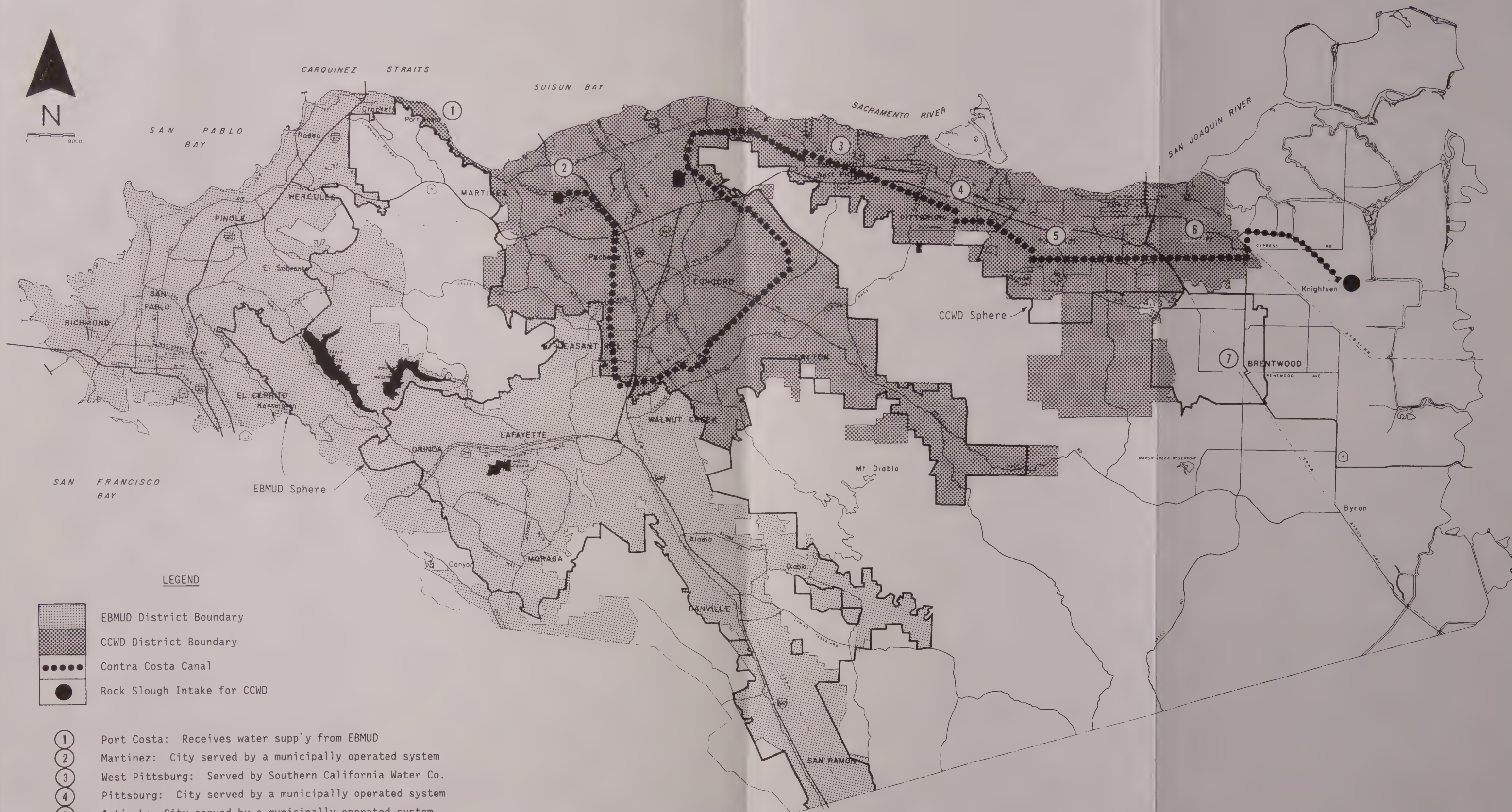










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LEGEND

-  EBMUD District Boundary
-  CCWD District Boundary
-  Contra Costa Canal
-  Rock Slough Intake for CCWD

- ① Port Costa: Receives water supply from EBMUD
  - ② Martinez: City served by a municipally operated system
  - ③ West Pittsburg: Served by Southern California Water Co.
  - ④ Pittsburg: City served by a municipally operated system
  - ⑤ Antioch: City served by a municipally operated system
  - ⑥ Oakley: Served by Oakley Water District
  - ⑦ Brentwood: City receiving emergency water from EBMUD
- Note: Some of the smaller districts are not included on this map

MAP 4

WATER DISTRICT SERVICE & SPHERE OF INFLUENCE BOUNDARIES





The only other area in Contra Costa County which is outside the "ultimate service boundary," but which receives EBMUD water, is the City of Brentwood. Raw Mokelumne River water is taken directly from the EBMUD aqueduct and treated at a local plant in Brentwood under an emergency five year contract. The area will continue to receive EBMUD water until the late 1980's, or until the rapidly growing area has found another reliable water supply to replace the contaminated wells of the city. EBMUD has also provided water to the City of Antioch under a short term emergency contract in the past.

In the San Ramon Valley, the established EBMUD service district boundary extends as far eastward as the Blackhawk development of luxury estate homes. The "ultimate service boundary" planned by EBMUD and the "Sphere of Influence" line adopted by LAFCO in the area include most of Sycamore Valley (along the length of Camino Tassajara Road), anticipating the near term residential development of the valley. The annexation of the Sycamore Valley has recently been approved by the EBMUD Board of Directors and the Contra Costa County LAFCO.

The Sphere of Influence and ultimate service boundary for EBMUD, however, does not currently extend to three other planned residential developments which have already been approved by the Contra Costa County Board of Supervisors. The three developments along the proposed extension of Crow Canyon Road (the Dougherty Road, Hansen Lane, and West Branch General Plan Amendment areas) must be brought into the EBMUD Sphere of Influence area and District boundaries to be assured a water supply.

In addition to the Sycamore Valley/Crow Canyon Road extension projects, there are several other areas in the San Ramon Valley which may request annexation into the water district to allow urban development to occur. These include the Bogue Ranch property in Alamo, for which a General Plan amendment has been approved to allow residential development; the Vista-Castle Hill area west of Alamo and the Noah Ranch property in Alamo; the Rassier Ranch area in the Town of Danville, north of Sycamore Valley; and approximately 2,000 acres owned by Wiedemann and others in the hills west of the City of San Ramon.

A comprehensive Water Action Plan (WAP) is now being prepared by district staff and consultants. It will propose specific facilities to improve the efficiency and guarantee a long term supply of water to the District. The plan will include not only a study of customer needs within the District's ultimate boundaries, but will also consider the potential of providing water to users outside the boundaries. The plan is expected to be finished in Spring, 1986 and could be adopted by the Board of Directors as early as mid-1986.

A section of the WAP will describe various alternative measures which would improve the efficiency of water use, such as changes in rate structures or incentives to alter wasteful practices, wastewater reclamation, and exchanges or transfer of water between other utilities. (A joint study is also currently in progress with the Contra Costa County District to explore the benefits, the risk of water quality degradation, and costs of combined water service between the two districts.) Finally, the Water Action Plan will incorporate the results of a study examining how the EBMUD aqueducts through the unstable Delta area can be protected from damage by seismic and flooding events.





## Contra Costa Water District

The other major water supplier in the County is the Contra Costa Water District (CCWD). The CCWD supplies treated water to all urbanized areas in Central Contra Costa County that are not serviced by EBMUD: the northern and eastern portion of Walnut Creek, most of Pleasant Hill, all of Concord and Clayton, the Hidden Lakes area of Martinez, and the unincorporated areas of Vine Hill, Pacheco, Clyde, Port Chicago, and along Marsh Creek Road to Morgan Territory (see Map 4). Port Costa is also located within the existing service area of the Treated Water Division of the CCWD although, as noted previously, that area currently receives EBMUD water under a contract.

The Treated Water Division system consists of a river intake and pumping station at Mallard Slough near West Pittsburg, Mallard Reservoir north of Concord where raw Delta water is stored, and a modern water treatment plant near Mallard Reservoir. The Water Supply Division of the CCWD wholesales raw water to industry and several municipal water companies, including the Cities of Antioch, Pittsburg, and Martinez. Other agencies which buy untreated water from CCWD are the Southern California Water Company (serving West Pittsburg) and the Oakley Water District.

The Water Supply division of CCWD takes out raw Delta water at Rock Slough east of Knightsen and transports it to customers in East and Central County via the 48 mile long Contra Costa Canal system. The Treated Water Division (TWD) receives most of its supply from two takeouts on the Canal, although during the winter months of wet years TWD also uses Mallard Slough to augment its supply. The only very large reservoir which the Water Supply Division uses to store water for emergency backup is Contra Loma, in the hills south of Antioch. The lack of local storage reservoirs is a major weakness of the District's facilities.

The Treated Water District approved in concept a Master Plan Update in December, 1980, which studied the water supply to the planned service area and recommended possible extensions of service into new areas. Over the last five years, most of the new pipelines have been constructed to serve infill development within the existing service area. The Master Plan suggested the possibility of TWD providing treated water to the West Pittsburg area, currently served by the small Bay Water Service, but this has not occurred and is not planned for the future. In the Northgate-Castle Rock area of southeastern Walnut Creek (much of which is not in the City), an assessment district has been formed by existing property owners to pay for water pipelines to receive TWD water, replacing the aging wells and the raw water from the Ygnacio Canal which the neighborhood has previously used. The only other major extension of service beyond the existing TWD boundary that is being discussed is the Keller Ranch area near Clayton.



A major problem facing the Contra Costa Water District is the increasing salinity of its water supply. Because the utility takes water from the San Joaquin-Sacramento River Delta, the quality of the water varies drastically according to the seasonal volumes of freshwater flows through the area. During years of lower than average rain- and snowfall, the intrusion of saltwater reaches further inland, threatening the intake at Rock Slough. This condition is further exacerbated by the historic practices of diverting more and more water out of the two inland rivers for agricultural purposes before they reach the Delta.

To rectify the water quality problems and to provide system reliability, the CCWD Board of Directors is studying ways to dilute the Delta water supply with either low mineral water purchased from EBMUD or from offstream storage. Although EBMUD water costs much less to treat than CCWD water, the initial high purchase price to obtain EBMUD excess supply would probably boost water bills to customers by one-third, according to a recent consultant study. The district is also studying the cost-effectiveness of building a regional water treatment plant somewhere near Contra Loma Reservoir. A new regional plant to satisfy growing East County demand would most likely be cheaper to operate than if individual jurisdictions were to expand their own plants, although such a proposal is quite controversial.

In addition, the possibility of a major offstream storage facility in the southeastern portion of the County (the Kellogg Reservoir) is being studied by the CCWD. A reservoir storing 20,000 to 60,000 acre feet of water from EBMUD or drawn from the Delta during the wet season could be used to dilute the salty Delta water during the summer months or dry years.

### **Contra Costa County Water Agency**

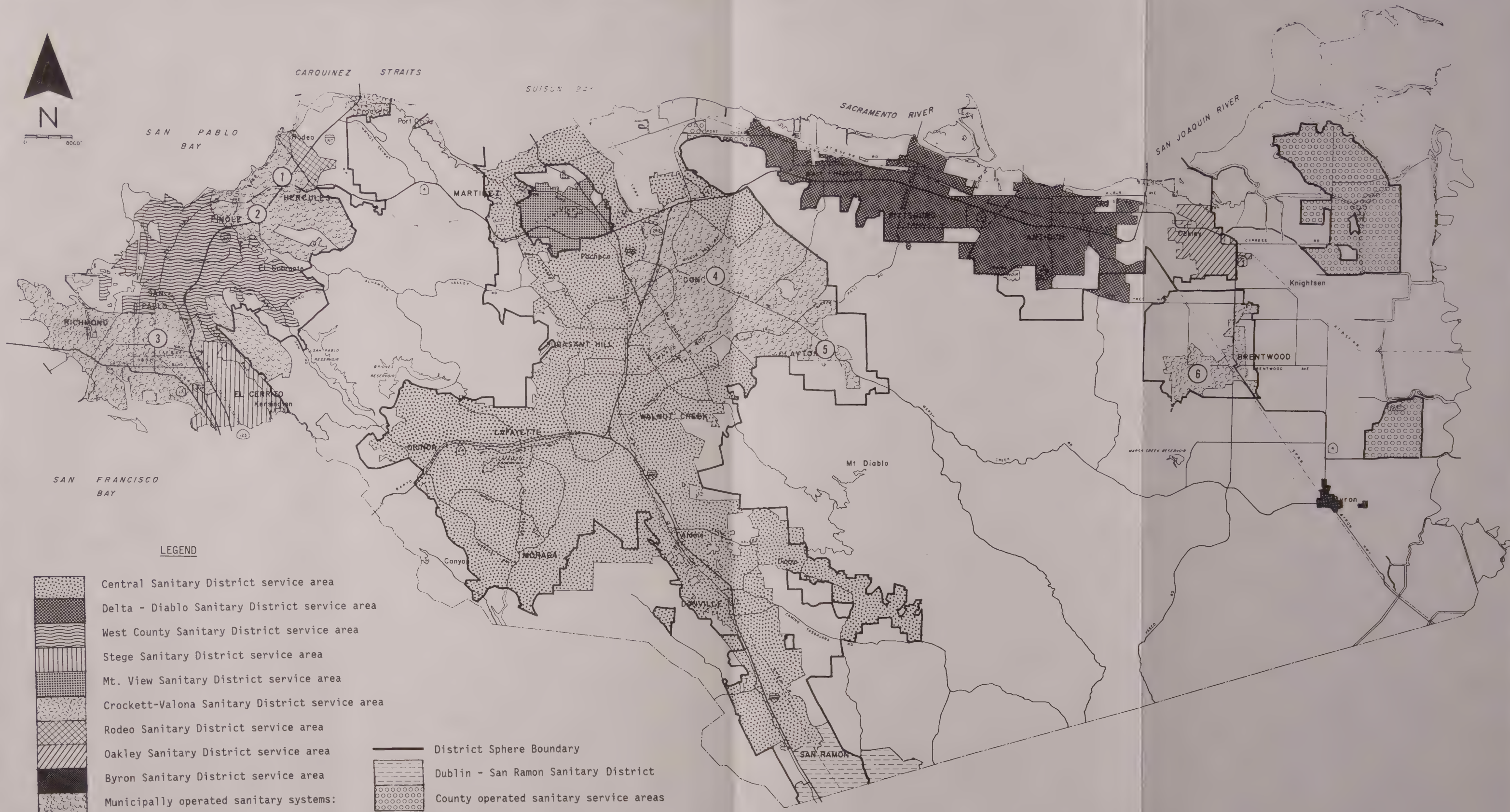
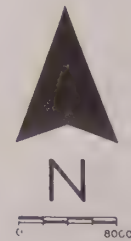
The Contra Costa County Water Agency (CCCWA) is a special district within Contra Costa County governed by the Board of Supervisors. The CCCWA, created by an act of the state legislature in 1957, has the authority to provide a full range of water delivery functions, but has never done so. The CCCWA has been actively involved in protecting the water quality in the San Francisco Bay-Delta estuary through various roles, such as: performing studies; participating in state and federal legislative activities; litigation; participation in water rights hearings; and representation on several task forces and committees. Funding for CCCWA activities is from property taxes specifically allocated to the CCCWA.

### **Central Contra Costa Sanitary District—**

The Central Contra Costa Sanitary District (Central San) provides wastewater (sewerage) collection and treatment services to the cities and unincorporated areas of Central County, excluding the eastern side of the City of Martinez and the southernmost portion of the City of San Ramon (see Map 5). In the cities of Concord and Clayton, municipal sewerage systems are responsible for wastewater collection and Central Sanitary treats the effluent. The District's wastewater treatment plant is located at the intersection of Route 4 and I-680. The treated wastewater is piped north and discharged into Suisun Bay. Sewage sludge is trucked to the Acme landfill site east of Martinez.







LEGEND

- |  |  |  |  |
|--|--|--|--|
|  | Central Sanitary District service area         |  | District Sphere Boundary               |
|  | Delta - Diablo Sanitary District service area  |  | Dublin - San Ramon Sanitary District   |
|  | West County Sanitary District service area     |  | County operated sanitary service areas |
|  | Stege Sanitary District service area           |  |  |
|  | Mt. View Sanitary District service area        |  |  |
|  | Crockett-Valona Sanitary District service area |  |  |
|  | Rodeo Sanitary District service area           |  |  |
|  | Oakley Sanitary District service area          |  |  |
|  | Byron Sanitary District service area           |  |  |
| Municipally operated sanitary systems: |  |  |  |

- ① City of Hercules
- ② City of Pinole
- ③ City of Richmond
- ④ City of Concord (effluent treated by Central Sanitary)
- ⑤ City of Clayton " " " "
- ⑥ City of Brentwood

MAP 5

CONTRA COSTA COUNTY SANITARY DISTRICTS & SPHERES OF INFLUENCE





The wastewater treatment plant operated by Central San currently has a capacity to treat approximately 35 million gallons per day (mgd) of sewage, which accommodates roughly 350,000 people. The plant is undergoing a hydraulic expansion which will increase capacity to 45 mgd, equal to serving future population growth of approximately 100,000 people over current levels (assuming 100 gallons of wastewater is generated daily by each resident).

The Central San sewage system is primarily gravity fed, with major pipelines following the natural contours of watersheds. Eighteen pump plants are included in the system, with half of these pumps located in the low lying areas of Lafayette-Orinda and North Concord-Clyde. There is only one pump plant currently operating in the San Ramon Valley.

While the boundaries of the Sanitary District are fairly well defined in most parts of Central Contra Costa County, District staff is concerned about sewerage infrastructure in the San Ramon Valley. The District wishes to size future sewerage trunk lines to serve all anticipated growth. The District has retained a consultant to study future infrastructure needs in the San Ramon Valley. The report will be completed in mid-1986 and the results will be coordinated with the County's General Plan Review Program.

### **Delta Diablo Sanitation District**

The Delta Diablo Sanitation District (also known as County Sanitation District No. 7-A) operates a sewage treatment plant that treats wastewater from unincorporated West Pittsburg (Zone 1 of the district), the City of Pittsburg (Zone 2), and the City of Antioch (Zone 3). (Map 5 illustrates the boundaries, as well as the district's Sphere of Influence.) The Delta Diablo Sanitation District is governed by a three member Board of Directors, representing the two cities and the County. The treatment plant has a capacity to treat 12.6 million gallons per day, with specific capacities allocated to Antioch (5.34 mgd), Pittsburg (5.5 mgd) and the unincorporated area (1.76 mgd). The treated effluent is discharged into New York Slough and the Sacramento-San Joaquin System. Delta Diablo has responsibility for the interceptor (main) pipelines and collector system in West Pittsburg, but in the other two cities the sanitary district operates only the interceptor lines. The capacity of the treatment plant and financial position of the District is adequate to handle the growth that is forecast for the Pittsburg-Antioch area in the immediate future. The only current major District project is the construction of an interceptor to the 160 acre Baker property, located between the Southern Pacific railroad tracks and Route 4, west of Somersville Road.

The Delta Diablo Sanitation District provides contract maintenance and operation of County Sanitation District 19, both the sewage and water districts systems for the Discovery Bay community as of June, 1985. Expansion of the water and sewage treatment systems in Discovery Bay will be phased in conjunction with the buildout of the planned community. The treated effluent is discharged into a reclamation drain, and then into the Old River in the Delta.





## **West Contra Costa Sanitary District and City of Richmond**

In West County, the City of San Pablo, parts of Richmond and Pinole, El Sobrante and other unincorporated areas in the vicinity, are served by the West Contra Costa Sanitary District (see Map 5). The West Contra Costa District operates a recently reconstructed sewage treatment plant which has a design capacity to process 12 million gallons per day, although average dry weather flows are currently one half of that capacity (6 mgd). The District covers some of the areas in western Contra Costa County that have a high potential for future development (or redevelopment), including the entire North Richmond unincorporated area, and the lands along Castro Ranch Road in El Sobrante.

The West Contra Costa Sanitary District constructed a pipeline during the late 1970's to the City of Richmond's outfall off Pt. Richmond, so that all wastewater from the larger service area is now discharged into the San Pablo Bay at the same point offshore. The District is under contract with the Crockett-Valona and Stege Sanitary Districts to maintain the collector system and provide engineering services.

A municipally owned sewerage collection and treatment system serve approximately 50,000 customers in the City of Richmond, independent of the West Contra Costa Sanitary District. The Richmond City service operates a wastewater treatment plan which processes about 8 million gallons per day during dry weather flow.

## **Stege Sanitary District**

The Stege Sanitary District, encompasses the Richmond Annex, the City of El Cerrito, and the unincorporated community of Kensington. This area was annexed into the East Bay Municipal Utility District during the 1950's. EBMUD treats effluent from the Stege Sanitary District under contract, while Stege is responsible for maintenance of the sewer lines. The District serves approximately 13,000 customers. As in the case with the other older cities served by EBMUD sanitary services (Albany, Berkeley, Oakland and others), both wastewater and storm water are mixed together in a common collection system, which causes substantial problems during wet months at EBMUD's treatment facility in West Oakland.

Because the collection system of sanitary pipes in the Stege District, as well as in parts of Richmond and San Pablo, were originally constructed 70 to 90 years ago, inflow and infiltration ("I & I") of the system with groundwater causes peaks in flows which sometimes is treated only at a primary level and then dumped into the San Francisco Bay. At these times, an old treatment plant at Point Isabel is used for overflows, as an alternative to sending all the wastewater to Oakland for treatment. A Joint Powers Authority between the cities within Stege and the other portions of the EBMUD sanitary district has been working with the U.S. Environmental Protection Agency to come up with an acceptable solution to the problem of I & I and crumbling infrastructure in the East Bay communities.

## **Oakley-Bethel Island Wastewater Management Authority**

The Oakley-Bethel Island Wastewater Management Authority is a Joint Powers Agency between Contra Costa County Sanitary District No. 15 (Bethel Island) and the Oakley Sanitary District (see Map 5). The County and the Oakley utility operate two separate collection facilities, but they jointly operate a newly constructed



wastewater treatment plant northeast of downtown Oakley. The treatment plant processes approximately 1 million gallons per day during average dry weather flow and may have a working capacity of about 2.2 mgd, although it is too early to determine the structural capacity since the plant has only been in operation for two years. Daily flows registered at the plant recently indicate that between 0.45 and 0.55 mgd originate from the Oakley area, and about 0.50 to 0.60 mgd originate from the Bethel Island community. Remaining treatment capacity is currently estimated at 0.75 mgd.

Bethel Island wastewater flows are relatively high in relation to the level of development which must be served, according to a recent report, because of a very high rate of inflow and infiltration of non-wastewaters into the Bethel Island sewage system. Consequently, during wet weather Bethel Island is expected to take up a large portion of the wastewater treatment capacity of the district. This situation could cause major problems sometime in the near future, when planned residential and commercial development in the Oakley area is in place.

The Oakley-Bethel Island plant has been granted a permit by the California Regional Water Quality Control Board to discharge treated effluent by irrigating nearby agricultural lands or leaching peat fields owned by the Authority and a local dairy. The most serious constraint to future development within the Oakley-Bethel Island sewerage district is not the lack of treatment capacity at the plant, but the lack of adequate land to use for disposal of treated wastewaters.

To handle future flows of 3.0 mgd at the plant, for example, it is estimated that about 360 acres of fodder crop and pasture farmland, in addition to the 142 acre disposal area already owned by the Authority, would need to be acquired, either through purchase or long term lease. An alternative to accommodate larger wastewater flows is to receive permission from the Central Valley Regional Water Quality Control Board (RWQCB) to discharge effluent into Big Break waters during the wet months (see discussion of RWQCB policies in the following chapter). Another alternative may be to investigate the possibility of managing nearby wetlands as part of the treatment process, as is currently done by the small Mt. View Sanitary District in Martinez.

### **Dublin-San Ramon Services District**

The Dublin-San Ramon Services District (DSRSD) is a multi-purpose district which provides sewerage to approximately one-half of the City of San Ramon, generally the area south of Montevideo Drive. In addition, the undeveloped agricultural lands to the east in the Tassajara and Dougherty Hills drain naturally to the south, which means future development in some of the area may rely on DSRSD for wastewater collection and treatment.

DSRSD is a member of the Livermore-Amador Valley Water Management Agency (LAVWMA), which operates a regional pipeline that transports treated effluent out the valley to an outfall in San Francisco Bay. Each LAVWMA member is





allocated a certain portion of the total discharge capacity, as limited by the size of the pipeline that exports waste out the area. The DSRSD allocation is almost exhausted. A major study to determine how to increase export capacity is currently underway.

### **Other Smaller Sanitary Districts**

In addition to the Central Contra Costa Sanitary District, Delta Diablo, West Contra Costa, and the Oakley-Bethel Island Wastewater Management Authority, there are several other smaller sanitary districts which serve portions of the County. These include autonomous districts such as Mt. View, Crockett-Valona, Byron and Rodeo, as well as County or municipal systems.

The Mt. View Sanitary District has served the portion of Martinez between the Shell Oil refinery and Route 4 for over 60 years. The District is surrounded by lands served by Central Contra Costa Sanitary District. Mt. View currently treats approximately 1.3 million gallons of effluent per day, with a capacity at their plant of about 1.5 mgd. The Sanitary District serves the John Muir Parkway area of Martinez, which is the fastest growing part of the city. Possible expansion of the Mt. View treatment plant in order to serve future commercial and residential development is currently being studied by consultants.

The Crockett-Valona Sanitary District serves the developed portion of the Crockett area (2,700 residents). The treatment plant for the District is fully utilized, so additional capacity will have to be funded if significant new development were to occur in the area. The Rodeo Sanitary District currently serves approximately 8,000 residents and excess treatment capacity for additional growth in the area exists. The sewage plant normally operates at less than 75% of its capacity. The Byron Sanitary District in East County provides wastewater treatment for approximately 300 customers. The system's capacity is adequate for current and projected needs.

Contra Costa County Public Works Department operates a very small sewage treatment plant in Port Costa (Sanitary District No. 5), which adequately serves that unincorporated community. Significant growth in the area, however, would necessitate expansion of the existing wastewater facilities or construction of a new plant.

There are three municipal sewer systems in the County which serve growth areas: Pinole, Hercules and Brentwood. The City of Pinole operates a sewage treatment plant which treats effluent from both the Pinole and Hercules municipal collection systems. The plant was recently expanded to a capacity of 4 million gallons per day. Current flows from the two cities average 1.7 to 1.9 mgd.

The City of Brentwood operates a small sewage treatment plant with a capacity of approximately 0.9 mgd. The plant is processing 0.5 mgd. and approved development projects account for another 0.3 mgd. Consequently, without further expansion of sewage plant capacity, no significant new projects can be assured for sewer hook-ups. The City is in the process of hiring an engineering firm to design a new, expanded plant and is investigating various funding alternatives. The City hopes to have the new plant on line within three years (1989).



## V. PLANS AND PROGRAMS OF STATE AGENCIES

### Air Resources Board

The California State Air Resources Board (ARB) was created in 1967, after the Bay Area Air Quality Management District had been enacted. The State Board has some overview authority over the regional agency, and the Bay Area District follows the directives of the state ARB. The Board sets statewide air quality standards through the State Implementation Plan, which in turn must be approved by the federal Environmental Protection Agency. Major transportation, water-related, and waste treatment plants and projects in the Bay Area must be consistent with the State Implementation Plan.

Major concerns of the Air Resources Board are similar to the regional management district: increased air pollution emissions due to growing vehicle trips and congestion, as well as existing and new stationary sources (industrial plants). The ARB works cooperatively with the Bay Area Air Quality Management District to attain their goals, as well as with the Association of Bay Area Governments, Metropolitan Transportation Commission, and Caltrans.

### Department of Conservation

The California Department of Conservation is composed of three separate divisions: the Division of Mining and Geology; the Division of Oil and Gas; and the Division of Land Resource Protection. Each of the divisions have regulations that directly impact Contra Costa County.

The primary responsibilities of the Division of Mining and Geology are to identify and regulate the mineral resources of the state, oversee the reclamation of mined lands, and to develop information regarding geological and seismic hazards.

The California Surface Mining and Reclamation Act of 1975 requires the State Geologist to classify mineral areas in each county as to their regional or statewide significance. The purpose of the State law is to insure that mineral deposits are available when needed. For example, most new construction is dependent on a ready supply of local sand, gravel, and rock. Transportation costs are an important factor since hauling these building materials one hundred miles can double their on-site costs.

The California Division of Mines and Geology has prepared a report identifying the significant areas of aggregate deposits (construction materials including sand, gravel, and crushed stone) in Contra Costa County, although it has yet to identify any other mineral deposits. According to State criteria, there are currently five significant aggregate quarry operations which are active in the County; the Quarry Products, Inc. site at Point Molate, near the east end of the Richmond-San Rafael Bridge (crushed stone); Alves Construction Co. quarry in West Pittsburg (stone and gravel); the Kaiser and Lone Star quarries near





Clayton (crushed stone); and the Unimin Corp. quarry on Marsh Creek Road west of Byron (sand).

The State Mining and Reclamation Act requires the State Geologist to classify "mineral resource zones" (MRZ's) in unurbanized areas (active quarries or unexploited deposits) as to whether they are of regional or statewide importance. If a portion of a county is designated as an important mineral resource, the jurisdiction is directed to adopt and implement a land use policy plan to protect the MRZ's from premature development that is incompatible with mining. The State has identified seven major MRZ's in the County which have known valuable deposits of stone: three sites are on the 500 foot ridge at the western edge of the City of Richmond; three sites are south of Route 24 in the hills within or near the cities of Orinda and Moraga; and the largest site is the active Kaiser Sand and Gravel and Lone Star quarries on the north side of Mount Diablo. Two other small areas designated as MRZ's by the state are in Antioch (the site of an existing quarry) and near Byron (the existing Unimin Corp. Sand quarry).

In addition to rock, gravel and sand quarries, Contra Costa County contains two other known geological resources: mercury and natural gas. At one time in the County's history six individual mercury mines operated on the northern slopes of Mount Diablo. No mercury is presently being produced. Between 50 and 85 natural gas wells are operated by about a dozen companies in East County. Wells are located on Bradford, Jersey, and Bethel Islands; in the area between Knightsen and Dutch Slough; in the vicinity of Sand Creek, and in the Los Medanos gas field near the Concord Naval Weapons Station. In 1984, almost 40 billion cubic feet of natural gas was produced, a doubling of production over the previous year. The producing fields in the County represents a major supply of gas in the region. There is also one oil producer which sold 130,000 barrels of crude in 1984 pumping from other thirty wells near Brentwood.

A more complete review of those sites identified as significant mineral deposits will be conducted as part of the General Plan revision work program, and land use policies affecting their productivity will be examined.

The Division of Mining and Geology also delineates "Special Study Zones" around all potentially and recently active traces of earthquake fault lines in Contra Costa County, as a mandate by the Alquist-Priolo Act passed by the Legislature following the San Fernando Valley earthquake in 1972. The Act specifies that after Special Study Zones are drawn, the city or county involved must adopt procedures for reviewing permits to build within it. Contra Costa County has already adopted such procedures. Additionally, the County is in the process of updating the Seismic Safety Element of the General Plan to reflect the latest information from the State Geologist.

The Division of Oil and Gas within the Department of Conservation supervises the drilling operation, and abandonment of wells in the state. The division staff are active in regulating the numerous natural gas wells in East County.



## Department of Fish and Game

The California Department of Fish and Game has review and permitting authority over developments that may impact natural habitats in the County. Contra Costa is included within two separate districts of the agency: Region 3, which includes all of the County west of the Southern Pacific railroad tracks in East County, and Region 4, which includes all of the Delta area east of the railroad.

The department is concerned with any factors that may affect fish, wildlife or native habitats, including water quality, solid waste disposal, pesticide use, loss of vegetation that is valuable to wildlife, etc. Field biologists and game wardens from the department staff survey areas to identify fish and wildlife, and enforce fishing and hunting laws.

The Department of Fish and Game routinely comments on proposed developments when environmental documents are processed through the State Clearinghouse for review by several State agencies. In addition to responding to Environmental Impact Reports, Fish and Game staff reviews permits issued by the State Lands Commission, the Corps of Engineers, and the Regional Water Quality Control Boards, and is involved in all proposed state water projects. The comments identify impacts of development upon the natural environment and recommend mitigation measures.

The only direct permitting authority the department exercises involves any alteration of streambeds. Under the State Fish and Game Code, Sections 1601 through 1603, developers must submit notification to the department of any proposed activities "that would substantially divert or obstruct the natural flow or substantially change the bed, channel or bank of any stream." No development activity can be initiated until a "streambed alteration agreement" is executed with the department. Agreements generally require specific mitigation of identified adverse impacts, consistent with the recommended guidelines contained in their manual, Syllabus for Stream and Lake Alterations (1981). If an agreement cannot be reached between the applicant and the department, the decision is placed before an arbitration panel.

While the Department of Fish and Game is very concerned with the preservation of riparian (stream) environments, staff have become increasingly involved in attempts to halt destruction of diked baylands areas along the shoreline of San Francisco Bay. The agency works in cooperation with federal departments (the Army Corps of Engineers and the Fish and Wildlife Service) in determining impacts of proposed development upon wetland areas.





Fish and Game is also active in efforts to preserve the environment of the San Joaquin-Sacramento Delta. The department sponsored the preparation of a major environmental plan for the area, in cooperation with the U.S. Fish and Wildlife Service. The document, Delta Wildlife Habitat Protection and Restoration Plan (1980), is a statement of policy of both agencies. Although the recommendations in the plan cannot be directly implemented by the two departments.

The Delta Plan recommended that an "office of Delta Coordination" be established within the State Resources Agency that would review all plans, projects, and studies proposed for the Delta by other state agencies and monitor the issuance of Corps of Engineers permits. The plan also recommended that legislation be enacted to require local governments in the Delta to adopt "Local Delta Programs" and to adopt the significant resource areas identified in the plan as part of the Open Space/Conservation Elements of their General Plan and protect such areas with appropriate zoning.

The areas in Contra Costa County which were designated by the Department of Fish and Game as significant natural resources include: the Antioch sand dunes; Browns and Winter Islands; the large shoreline marsh between the Antioch and Pittsburg industrial developments; the salt marshlands west of Pittsburg; the Old River environment near Quimby and Rhode Islands; Frank's Tract and Little Frank's Tract, Big Break; Sandmound Slough; Eucalyptus Islands; and a 250 acre site near Byron that supports alkali vernal pools.

In the Delta, the Department of Fish and Game is directly involved in managing two wildlife areas at Lower Sherman Island and White Slough (in Sacramento and San Joaquin Counties, respectively). The department licenses private pheasant hunting clubs, and also regulates changes to bank rock (riprap along Delta channels). The California Environmental Quality Act (CEQA) defines the Delta as an area of "critical environmental sensitivity" and requires that all environmental documents be submitted to the State Clearinghouse, where Fish and Game may comment.

### **Department of Parks and Recreation**

The California Department of Parks and Recreation administers the state park system, as well as identifies scenic and historic resources in the state. In Contra Costa County, there are two state parks: Mt. Diablo and Frank's Tract.

Mt. Diablo State Park is a major recreational facility in the County. The department has been continually acquiring private lands on the periphery of the park boundary in order to expand the park and preserve its most important features. Parks and Recreation staff are currently working on the acquisition of approximately 3,000 acres along the eastern boundary of the park. These acquisitions, to be accomplished with public funds created by Proposition 18, are in the early phases of planning. Funds have already been allocated to purchase approximately 850 acres of land off Morgan Territory Road.



Parks and Recreation staff have recently undertaken the preparation of a General Plan for Mt. Diablo State Park which will look at some important planning decisions, e.g. whether a new access road into the park from the south should be constructed to take the place of the existing inadequate entrance road. Other significant issues involve the presence of several radio and TV communication towers on the mountain, and the amount of grazing to be allowed in the park. The General Plan is not expected to be completed until mid-1987.

The Department of Parks and Recreation has adopted a California State Park System Plan 1980 which identified high priority park-related projects in the region that were to be considered for public funding. According to the plan, for the period 1985 to 1990 one of the high priority projects is to consolidate all of the radio and TV relay towers in the park on one peak to reduce visual obstructions. The department plans to hire a consultant in mid-1986 to prepare a study of the problem.

The only other state park facility in Contra Costa County is Frank's Tract State Recreation Area. Frank's Tract consists of approximately 3,580 acres of mostly submerged land in the San Joaquin Delta. The recreation area is used for boating and fishing only. There are no facilities existing at Frank's Tract.

The department has recently contracted with the East Bay Regional Park District to administer a study examining the educational, recreation, and preservation potential of the Frank's Tract area. The resulting report, Optimum Plan for Frank's Tract State Recreation Area (draft, December, 1985), recommends that Little Frank's Tract (flooded since 1981) be restored to a freshwater marsh and lake. Wooden walkways and trails could be constructed to allow low intensity educational uses. In addition, the report suggest the construction of wave-blocking islands to allow active uses (a beach, picnic facilities, and boat access) at the Holland Tract northern shore.

Although several other state recreation facilities have been planned and funded in the Delta over the years, two of the proposed parks (Old River and Consummes) were dropped as local opposition and delay reduced their viability. Two other projects, the Delta Meadows and Channel Islands parks, remain unconstructed, apparently because of the inability of the State Lands Commission to complete title determination of the land.

The Parks and Recreation Department also includes the State Office of Historic Preservation, which is charged with the responsibility to evaluate and present important historic sites and buildings in California. The office staffs the State Historical Resources Commission, a public board that judges the merits of applications for the designation and registration of historic buildings or sites. The Commission has landmarked about a dozen historic sites or buildings in Contra Costa County.





## Department of Transportation

The California Department of Transportation (Caltrans) has jurisdiction over all interstate and state highways in Contra Costa County. Long-range planning for highway improvement projects is accomplished in part through updated "Route Concept Reports," which are prepared for existing or adopted state highway routes in the state. The Route Concept Reports detail current conditions on each segment of the highways, project future traffic volumes, and recommend improvements in order to meet the demand.

Funding of major transportation projects in Contra Costa and other counties is determined by the California Transportation Commission, a public board staffed by Caltrans. Each fiscal year the Commission adopts a State Transportation Improvement Program (STIP) which allocates federal and state funding to roadway projects over a five-year period.

The largest highway projects which have been included in the latest 1985-86 STIP include: the federally funded I-80 reconstruction project to add carpool lanes, rebuilt interchanges, and widen I-80 from the toll plaza at the Bay Bridge to Hercules; reconstruction of the "Y" interchange between I-680 and Route 24 in Walnut Creek; adding lanes to I-680 between Martinez and San Ramon and construction of the John Knox Freeway in Richmond. (A more detailed discussion of Caltrans projects in Contra Costa County is included in a technical report previously published by the Community Development Department, entitled Growth Trends.)

Major transportation improvements which have been suggested in Caltrans Route Concept Reports, but which have not yet been included on the STIP, include reconstruction of Route 4 over the Willow Pass Summit; lane additions and new interchange construction along Route 4 in Pittsburg and Antioch; realignment of Route 4 in the Oakley area; completion of the Route 4 freeway to Hercules; and one additional northbound lane on the Martinez-Benicia Bridge.

A Route Concept Report prepared by Caltrans planners has identified the need for a Route 84 extension linking Brentwood and East Contra Costa County with the Livermore-Pleasanton area. The alignment of a new state highway could follow the existing Vasco Road, which is now a winding, two-lane road.

Caltrans has also considered the possibility of boring a fourth tunnel through the Berkeley Hills as well as building a second, parallel Martinez-Benicia Bridge, in order to alleviate congestion at the two gateways into Contra Costa County. It should be noted that some of the improvements and new construction projects discussed in Caltrans Route Concept Reports are at least a decade or more away from possible implementation; some may never be constructed.

The Division of Aeronautics within Caltrans has permitting authority over the airfields in Contra Costa County. The division has adopted Federal Aviation Administration standards and regulations, and enforces these through permits and annual inspection of facilities. Although the agency does not have an active role in planning airport facilities and does not officially approve airport master plans, the office is interested in reviewing new or updated plans.



## **Department of Water Resources**

This agency is responsible for the operation of the huge State Water Project. The water resources department maintains Clifton Court Forebay and the adjacent pumping station, a section of the California Aqueduct that provides a water supply to much of the state.

Since 1959, the Department of Water Resources has been given authority to construct the State Water Plan, which includes a Delta transfer facility. However, a statewide referendum on the proposed Peripheral Canal was defeated by the voters in 1982. Any resolution to the continuing controversy of how to ship water south while ensuring the environmental quality of the Delta will involve the department as a prime agency.

The other major water project in Contra Costa County that the Department of Water Resources may become involved with is the proposed Los Vaqueros Reservoir in the southeastern portion of the County. The construction of this reservoir has been discussed as an addition to the state or federal water projects in California, but no specific proposals have been studied or funded. Contra Costa Water District is studying the feasibility of building the Kellogg Reservoir several miles away from the site of the proposed Los Vaqueros facility. According to a recent study, the two reservoirs could be linked to operate as a single unit if other local water districts wanted to join the project.

## **State Lands Commission**

The State Lands Commission administers approximately 4.5 million acres of public lands owned by the state including tidelands, submerged lands, swamp and overflowed lands, and school lands. In its role as manager, the commission works with many public and private entities to develop wide variety of programs utilizing state lands. These programs include the leasing of land for many purposes including marinas, industrial wharves, tanker anchorages, timber harvest, dredging, grazing and mining.

The authority to sell, lease, or otherwise encumber the tidelands and submerged lands of the state in the public's behalf passed to the State Land Commission in the 1930's when there was pressure to develop waterfront land for commerce. More recent legislation, however, requires the Commission also to consider environmental effects. The goal of the Commission's leasing and management policy is to optimize the use of the land under its jurisdiction in the statewide public interest consistent with environmental protection and enhancement. To the greatest extent possible, the management of state lands by the Commission is influenced by the concept of multiple land uses. In 1970 the Commission was directed by the legislature to inventory, identify, classify, and protect "environmentally significant" lands under its control. In 1975, a document was released showing state lands classified as "restricted use" (where public use must be minimized to preserve the natural environment); "limited use" (where one or more significant environmental values are present); and "multiple use" (areas which are less susceptible to environmental degradation but do possess values).





The scale of the report's maps was so small as to be of limited practical value; however, a more detailed map at a scale of 1" = 2 miles is available. The inventory process is being resumed to revise outdated and insufficient information.

There are obvious parallels between the State Lands Commission land use designations and the land use categories developed by the Delta Advisory Planning Council in its Delta Waterways Use Programs (see previous discussion of DAPC). Both plans separate areas into multiple use, limited use or scenic areas, and restricted or natural areas.

A major problem in the Delta is the continuing uncertainty regarding state ownership of tidal lands and lands behind levees. The State Lands Commission does not have the staff resources to satisfactorily resolve some of the land ownership and legal issues, and consequently the proposed Delta Channels State Parks which was funded by the state legislature has not been implemented due to title uncertainties.

### **State Reclamation Board**

The California State Reclamation Board's primary function is to participate with the federal government in the completion of federal levee and channel flood control projects in the Delta and elsewhere. This involves providing project assurances and acquiring lands and rights-of-way for the projects. Another important function of the Board is to insure the integrity of the federally constructed levee and channel flood control systems in the Central Valley.

The Board's principal regulatory activities in the Delta have consisted of the review of any works that would have an impact on the project levees or channels. However, since most of the Delta, especially the interior Delta, is serviced by private or local levees and since works in this area do not as a rule affect project works, the Board exercises relatively little permit jurisdiction in the Delta.

### **Waste Management Board**

The California Waste Management Board formulates and adopts state policy for solid waste management, including minimum standards for solid waste handling and disposal. According to state law each county, in cooperation with affected local jurisdictions, is required to prepare a comprehensive coordinated solid waste plan. The plan is subject to the approval of a majority of the population within incorporated portions of the County, as well as the state Board.

Contra Costa County and the Waste Management Board have adopted a County Solid Waste Management Plan, which is currently in the process of a major amendment and update. The Community Development Department is lead agency in a two year landfill siting schedule that should conclude in mid-1988 with the opening of one or more new landfills in Contra Costa County. Results of landfill siting program will be integrated into a solid waste component of the Community Facilities Element of the revised countywide General Plan.



## Water Resources Control Board

The California Water Resources Control Board, and the nine Regional Water Quality Control Boards, are responsible for regulating all discharges into state waters. The Boards adopt water quality control policies implementing federal standards and issue permits under authority of the state Porter-Cologne Act and the U.S. Clean Water Act. The permitting authority of the Boards directly affects the operation of industries and agriculture in Contra Costa County, as well as wastewater treatment facilities. The state Board, acting in a quasi-judicial function, also reviews applications for the diversion of water from the Delta or its tributaries.

In 1978, the Water Resources Control Board adopted two documents which set forth water quality standards for the Delta and Suisun Marsh areas. These two documents are the Water Quality Control Plan for the Sacramento-San Joaquin Delta and Suisun Marsh (called the Delta Plan), and the Water Right Decision 1485 (D-1485). This action marked the first time that the water quality control and water right functions of the Board were fully combined in the development of a single set of water quality standards to protect the Bay-Delta Estuary. The standards apply to the State Water Project and the federal Central Valley Project. The Delta Plan standards are also used by the Board in determining the availability of unappropriated water when it considers new water right applications in the Bay-Delta watershed.

The Delta Plan standards deal with salinity and flow-related parameters, such as standards for Delta agriculture, the Contra Costa Canal Intake, and offshore Contra Costa industries. The regulation of other parameters, such as organic pollutants and toxic pollutants, are left to the basin planning process conducted by the Regional Boards. There are also water quality standards for certain species such as striped bass and salmon.

The standards take into account the differing water quality requirements from one year to the next. However, the continuing controversy over water shipments from northern to southern California has meant that the State Water Project administration has never made a long-term commitment to comply with the standards, although the federal government has agreed on a year-to-year basis to meet the standards.

Contra Costa County falls under the jurisdiction of two Regional Water Quality Control Boards: the San Francisco Bay Region (all of West and Central County), and the Central Valley Region (all of the San Joaquin Delta and East County, excluding Pittsburg).

Adopted in 1975, the Water Quality Control Plan Report for the San Francisco Bay Basin sets specific standards for concentrations of pollutants in all major bodies of waters in the region. The plan recommends that all wastewaters in West





Contra Costa County be conveyed to secondary treatment facilities at Richmond and San Pablo for disposal in San Pablo Bay. The Central County area is to be served by the existing Central Contra Costa Sanitary District (CCSD) plant, which treats sewage at the secondary level before it is discharged into the Carquinez Straits. The plan notes that there is considerable potential for wastewater reclamation in the central portion of the County since heavy industries along Suisun Bay require substantial amounts of water for process and cooling operations.

The San Francisco Bay office of the Regional Water Quality Control Board (RWQCB) monitors the discharge of industrial and municipal sewage into waters of the region, as well as monitoring the disposal of hazardous materials on land and the clean up of existing toxic waste sites. All sewage treatment plants that discharge into Bay waters (Central San, Delta Diablo and the several smaller West County plants) are currently meeting federal Environmental Protection Agency standards, so there are no immediate problems in terms of municipal sewage treatment systems. The RWQCB is now implementing EPA criteria which will mandate pretreatment of some industrial wastes prior to when it enters a local sanitary district system. This new policy will require each sanitary district to identify the major industrial discharges within their service area to determine whether pretreatment is necessary for certain heavy metals and other materials.

The RWQCB is also involved in the increasingly important fields of regulating hazardous waste disposal and cleaning up existing toxic waste sites. Two recently adopted pieces of legislation are being implemented by the Board staff. New administrative regulations, known as "Sub-Chapter 15," tighten up construction and disposal standards as they apply to landfills which accept hazardous materials. Construction standards for new landfill sites now require double lining of the sites with a synthetic material, as well as a two foot clay base. These state regulations will affect the ongoing search for more landfill sites in the County.

On the federal level, the Resource Conservation and Recovery Act (RCRA) has been adopted, and is being implemented by the Environmental Protection Agency, the California Department of Health and the Water Resources Control Board. Under RCRA guidelines, approximately one dozen specific industrial or landfill sites in Contra Costa County will be required to install groundwater monitoring mechanisms to determine if the previous storage of hazardous or toxic materials is affecting groundwater quality. If certain parameters or pollution standards are exceeded during monitoring, a detailed assessment must be conducted to determine the extent of groundwater contamination and an appropriate closure program with financial responsibility must be implemented.

The San Francisco Bay Regional Water Quality Control Board is also involved in the clean up of already identified toxic waste sites. In Contra Costa County, the Board staff is working on two sites where groundwater or surface water is being contaminated: land that was used by the Atchison, Topeka and Santa Fe railroad to dump corroded battery casings at Point Isabel, and the former site of the Hercules ammunitions plant.



The Central Valley Regional Water Quality Control Board has jurisdiction over the Delta portion of Contra Costa County, and Antioch. The Central Valley Board staff is involved in RCRA actions involving two industrial sites in Antioch. Companies that produce, store, or use pesticides in East County may also fall under RCRA.





## VI. PLANS AND PROGRAMS OF FEDERAL AGENCIES

### Army Corps of Engineers

The U.S. Army Corps of Engineers plays a key role in Contra Costa County through its broad review and permitting authority for any projects affecting navigable waterways and flood control.

The federal legislation behind the Corps' permit program includes Sections 9 and 10 of the River and Harbor Act of 1899, regulating any diking, filling, or placement of structures in navigable waterways; and Section 404 of the Clean Water Act, regulating the disposal of dredge and fill materials up to the high water mark including adjacent wetlands. These two laws allow the Corps to exercise permit authority over development or fill projects proposed along the Contra Costa County shoreline and the adjacent wetlands areas.

Contra Costa County falls under the jurisdiction of two Army Corps of Engineers districts: the San Francisco Bay District (all of West and Central County), and the Sacramento District (all of the Delta area and East County, excluding Pittsburg). All saline, brackish, or freshwater wetlands which are adjacent to navigable waters are subject to Corps jurisdiction under Section 404 of the Clean Water Act. The exercise of authority over lands behind dikes varies from one Corps District to another.

It is significant that the San Francisco District exercises both Section 10 and Section 404 authority in the San Francisco Bay diked lands, while the Sacramento District exercises only Section 404 in Delta diked lands. The reason that a major part of the Delta, which falls well below the mean high water mark (MHW) but is seasonally flooded, is excluded from Corps jurisdiction is the Corps' position that the low elevation is a result largely of human activities rather than natural processes. In the Corps' view, most of the Delta reclaimed lands are not considered "historic navigable waters" and are not subject to Section 10 laws. In addition, since there is debate over whether wood riparian vegetation adjacent to Delta waterways constitutes "wetlands," the Sacramento District does not exercise Section 404 jurisdiction in many of the wetland areas.

The Corps' practice is to issue public notices on proposed projects and invite comments from all interested parties. The Corps can deny permits to those applicants whose projects are determined to be not in the public interest. Corps permit decisions are to reflect concern for protection and utilization of national resources, as well as environmental, economic and social concerns. Generally, Corps permits will not be issued in those instances where required state or local authorizations have been denied. In addition to its regulatory role, the Corps, as the agency responsible for flood control and shipping channel projects in the Delta, requires that public levees be maintained in accordance with specific standards. Private levees are not subject to Corps standards or environmental review, except to the extent that new construction would require a Corps permit. Maintenance of Corps levees is the responsibility of the State Reclamation Board, which in turn passes this responsibility on to local reclamation districts or to other legally constructed maintaining agencies.



The Corps of Engineers, in conjunction with the California Department of Water Resources, conducted an investigation of how to improve the Delta's system of levees in the early 1980's. The resulting reports from the Corps, Draft Feasibility Report and Environmental Impact Statement (for the) Sacramento-San Joaquin Delta (1982), and the Department of Water Resources, Delta Levees Investigation (1982), examined various levee rehabilitation programs.

The Corps report recommends a \$415 million flood control plan that would rebuild the levees on fifteen islands in the Delta area to a 300 year level of protection, largely at federal expense. Islands not included in the levee rehabilitation program would be expected to bring their levee system up to a special Corps standard at non-federal expense, in order to be eligible for federal emergency flood assistance.

The Corps report also recommends the construction of fourteen recreation areas, as well as fishing and boat access points, and 145 miles of trails. The report estimated that it would cost \$40 million to acquire and develop these recreation facilities, several of which would be within Contra Costa County. The recommended Corps flood control plan also includes the acquisition of about 2,500 acres of significant habitat areas and the establishment of a wildlife management area of 3,500 acres (including Quimby Island in Contra Costa County) at a combined cost of approximately \$57 million, 75% of which would be funded by the federal government.

The report from the State Department of Water Resources did not recommend an action plan, but rather provided an extended analysis of each alternative plan in the Corps study. The state report determined that without the Peripheral Canal, an assumption made throughout the federal study, the Corps' recommended plan would require adding four more islands to the list that would be cost-effective for the levee rehabilitation program.

The extensive Corps plan to rebuild the Delta levee system and construct recreational facilities is caught up on the continuing controversy over future water shipments from northern to southern California. Until this decades old issue is resolved by the state legislature, any significant new federal involvement in the Delta is uncertain.

### **Department of Agriculture**

The U.S. Department of Agriculture operates a number of programs which directly affect farmers in Contra Costa County. The Soil Conservation Service within the department has published the extensive Soil Survey of Contra Costa County which mapped soil classifications at a scale of 1" equals 2,000 feet. The SCS is primarily involved in soil analysis and erosion control, as well as providing technical assistance to farmers.





## **Department of Housing and Urban Development**

The U.S. Department of Housing and Urban Development administers numerous programs which are targeted to assist low and moderate income renters and first-time homebuyers. Federal funds are also used to provide low interest loans for the rehabilitation of homes in designated areas and for the construction of rental and senior citizens housing.

Community Development Block Grant monies are allocated by HUD to entitlement communities, including Contra Costa County. The funds are used by the Community Development Department to sponsor several programs to assist low and moderate income residents in their search for housing.

## **Department of the Interior**

The Interior Department includes the National Park Service and the U.S. Fish and Wildlife Service. The department has only limited involvement in Contra Costa County. The National Park Service operates two facilities in the County, the John Muir Home in Martinez and the Tao House, Eugene O'Neill's former home in Danville.

The Fish and Wildlife Service works closely with other permitting agencies (the Army Corps of Engineers and the California Department of Fish and Game) to identify valuable animal habitat areas for preservation. The agency's basic responsibilities concern migratory birds, anadromous fish, and endangered species. The Fish and Wildlife Service reviews and provides technical assistance through the Corps 404 permit process in Contra Costa County. The agency has also acquired two properties along the Antioch waterfront which are one of the last remaining sites of several federally protected rare and endangered species. The Antioch Dunes National Wildlife Refuge consists of approximately 55 acres and is operated by Fish and Wildlife staff.

## **Department of the Navy**

The U.S. Navy operates two facilities in Contra Costa County: the Concord Naval Weapons Station and a small aviation fuel dock and storage facility west of Martinez. The Naval Weapons station is the primary port of embarkation on the West Coast for military ordnance materials bound for the Pacific fleet. It also serves home ported ammunition ships and combat vessels.

The total area of the naval facility measures over 12,000 acres and consists of two separate sections. The tidal portion of the base includes 7,600 acres of shoreline including the former town of Port Chicago. Facilities include three piers where explosives and other supplies are loaded and unloaded from ships.

The inland portion of the naval station (5,300 acres) is located south of Clyde and just north of the Concord city limits. The area supports the station's ammunition storage and production facilities, an engineering center and administrative complex.



The Navy has adopted a Master Plan for the facility (1979) which calls for the implementation of specific projects to meet future demands for ordinance shipments to the Pacific region. According to the Navy, a prerequisite for Master Plan implementation is the closure of public access to a three mile segment of the Port Chicago Highway, Main Street, and Waterfront Road (all in the tidal portion of the military base). The Navy believes the public roads should be closed because they are within the "explosives safety arc" of the loading piers, and the public should not be allowed into the area for reasons of safety and military security.

The County has consistently opposed the closure of Port Chicago Highway unless appropriate mitigation is provided. The potential loss of the highway as an east-west link between the eastern and central portion of the County is a major concern. Community Development Department staff have argued that the roadways are an important reliever route providing a non-freeway alternative to Route 4. An environmental impact statement on the proposed closures has been prepared and certified by the Department of the Navy, but no further action has been taken. Requests for the vacation of the roadways are currently pending before the County.

In 1984, the Navy and the U.S. Fish and Wildlife Service entered into a memorandum of understanding to establish a 1,000 to 2,000 acre wetland preserve in the tidal area. Under the agreement, the Navy designated six small offshore islands and five mainland locations as "wetlands reserves" and agreed to pursue the possibility of establishing a National Wildlife Refuge on the areas. The Navy also agreed to limit military activities which could adversely impact the wetland resources. The California Department of Fish and Game currently manages 700 acres of wetlands at Point Edith, adjacent to the Naval Station property on the west.

A 1975 amendment to the Contra Costa County General Plan designated the tidal portion of the Naval Weapons Station as "Public/Semi-Public", except for a small area which continues to carry an industrial classification to reflect current use. However, the inland portion of the military base is designated on the County General Plan as "General Open Space".

### **Department of Transportation**

Several Department of Transportation administrative agencies regulate or help to fund transportation facilities in Contra Costa County. The Federal Aviation Administration regulates the Buchanan Airfield in Concord, while the Federal Railroad Administration regulates freight and passenger rail service in the County.

The Federal Highway Administration funds improvements to interstate and some other primary and secondary highways. The FHWA is the lead agency in the massive I-80 reconstruction project proposed in West Contra Costa County. The Urban Mass Transportation Administration provides some local funding of the BART system and other transit agencies.





## **Environmental Protection Agency**

The Environmental Protection Agency (EPA) is involved in identifying and controlling all forms of pollution to the nation's environment. The EPA monitors and regulates a number of activities in Contra Costa County, although its federal permitting authority is sometimes delegated to regional or state agencies (e.g. discharge permits issued by the Regional Water Quality Control Boards or emission controls for automobiles set by the California Air Resources Board). In the Delta and along the Contra Costa County shoreline, the EPA reviews all fill or dredge permits issued by the Army Corps of Engineers, and reserves the right to intervene with ultimate veto power.

The Environmental Protection Agency has become very involved in the growing problem of toxic waste clean-up and disposal. Recent federal legislation (the Resource Conservation and Recovery Act-RCRA), requires that all hazardous wastes must be tracked from "cradle to grave." Under the RCRA law, the EPA has designated about one dozen industrial sites in Contra Costa County for monitoring to determine if any wastes are leaching into groundwater supplies (see previous discussion of toxic waste regulations under "Regional Water Quality Control Boards" in Chapter V). EPA's program requires that technical reports be submitted by all owners of toxic or hazardous waste sites to determine the suitability of the sites to accept and contain the wastes.

## **Federal Emergency Management Agency**

The Federal Emergency Management Agency can provide assistance to the State in the event of a major disaster. FEMA responds to a disaster at the request of the governor. FEMA personnel review damage to an area and present findings to the national office. If an area is eligible for federal assistance, funds are made available based on an assessment of damages to the area.

FEMA is involved in the Federal Flood Insurance Program established by Congress in 1968 to deal with the increasing cost of the federal Treasury to provide emergency financing for low costs loans and grants to areas which are damaged by flooding. Contra Costa County entered the Flood Hazard Program in October, 1975. This program has two main phases, the first being the "emergency phase" of the flood program which created "Flood Hazard Boundary Maps". These maps delineated flood hazard boundaries based on information readily available to FEMA. The purpose of these maps was to determine areas where federal Flood Hazard Insurance must be purchased as a condition of obtaining federally regulated financial assistance for the construction or substantial improvement of structures in designated flood hazard areas.

In the second phase of the flood insurance program, FEMA uses detailed mapping techniques based on engineering studies to create more accurate flood hazard boundary maps. These maps are called Flood Insurance Rate Maps (FIRM maps). The FIRM maps for many of the cities in the County were first issued in 1983 and some cities are now working off revised maps. Unfortunately, FIRM maps for the unincorporated areas of the County have been in preparation for the last three years and are not scheduled for completion until October, 1987. The Board of Supervisors has requested that completion of the FIRM maps be speeded up.





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